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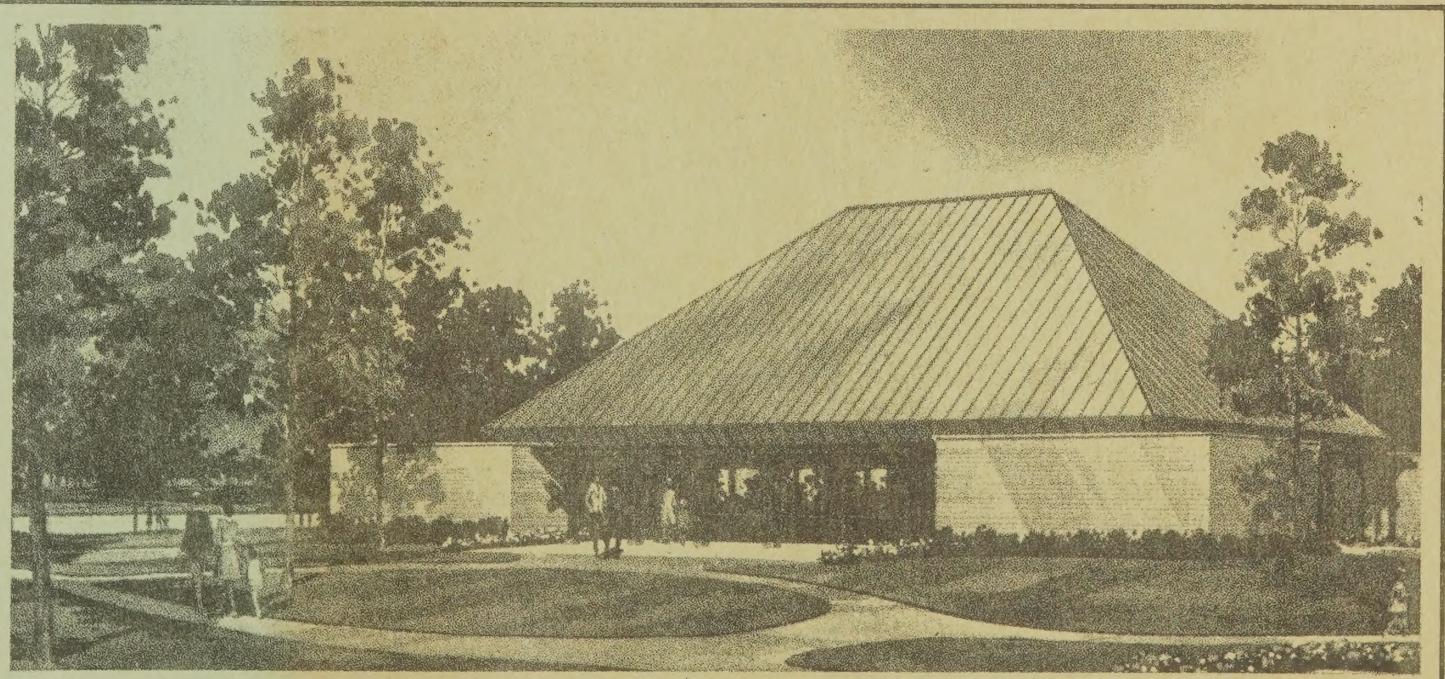
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ELK GROVE COMMUNITY PLAN

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ELK GROVE COMMUNITY PLAN
(Revised)

Recommended for Adoption
by the
SACRAMENTO COUNTY POLICY PLANNING COMMISSION

April 4, 1978

Adopted by the
SACRAMENTO COUNTY BOARD OF SUPERVISORS

Resolution 78-964
August 2, 1978

Prepared by:

SACRAMENTO COUNTY PLANNING AND
COMMUNITY DEVELOPMENT DEPARTMENT

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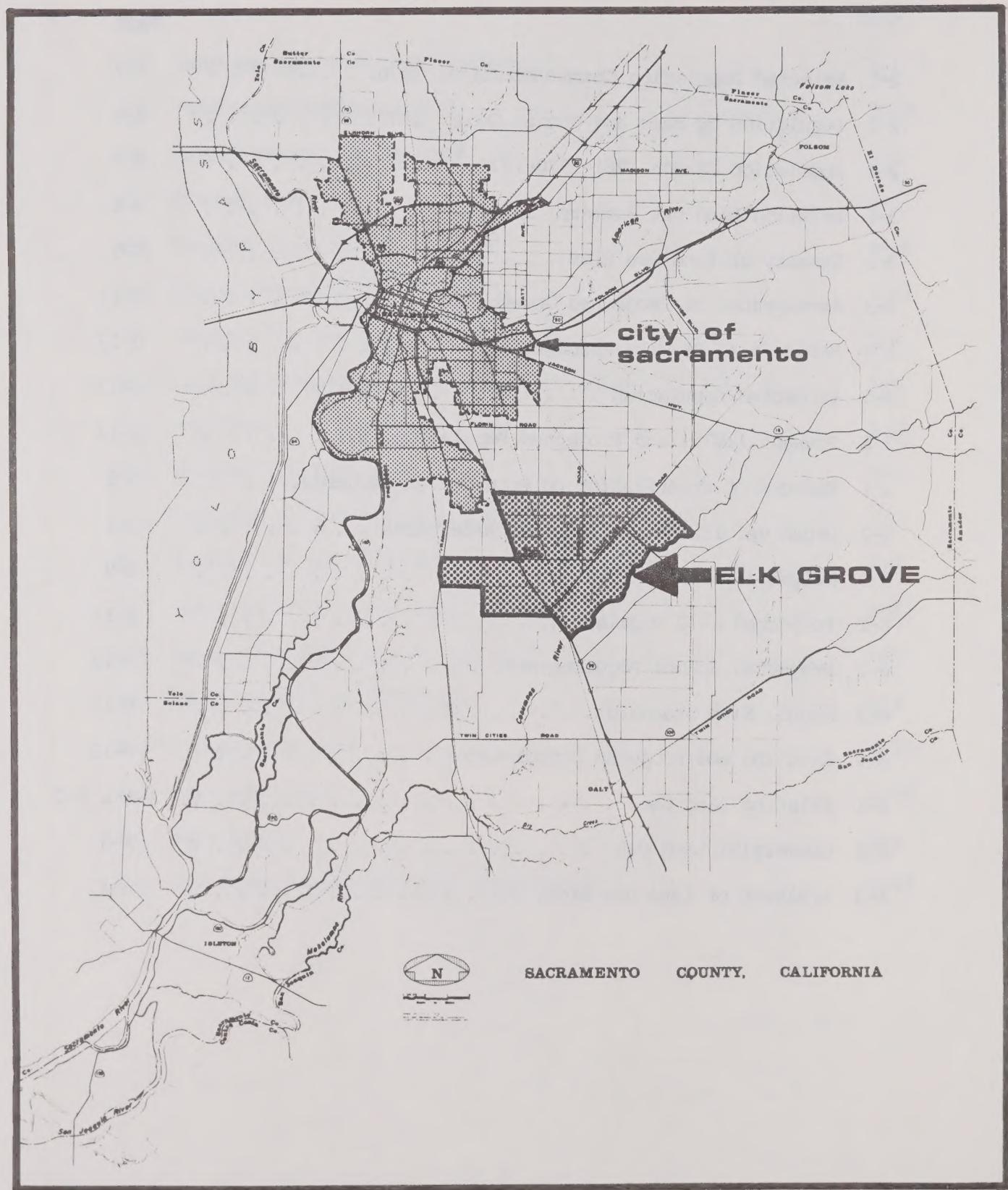
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FIGURE I-1

LOCATION MAP

ELK GROVE STUDY AREA
1978

ELK GROVE
COMMUNITY
PLAN



CHAPTER ONE

INTRODUCTION

This document has been prepared as a guide for the future growth and development of the Elk Grove area. It includes community goals and objectives, development policies, a recommended pattern of future land uses, and plans for various public facilities such as schools, roads, parks, etc., which are an essential part of community development.

For the purposes of this plan, the Elk Grove community is defined as that area bounded on the north by Calvine Road and its extension perpendicular to Grant Line Road to Cosumnes River; on the south and east by Cosumnes River; on the southwest by Highway 99 and Kammerer Road; on the west by Bruceville Road, an extension of Poppy Ridge Road, Franklin Blvd., Elk Grove Boulevard and Highway 99. This area contains about 26,500 acres with a 1975 population of 8090. The area is primarily used as agriculture and rural residential, except for the town of Elk Grove which is basically urban.

This plan has been prepared by the Sacramento County Planning and Community Development Department working with a local community advisory committee appointed by the Board of Supervisors. The plan incorporates a consensus of community attitudes and aspirations which, when translated into goals, objectives, policies, patterns of land use, and recommendations, provides a public statement of the future growth and development of the community.

The scope of a Community Plan is limited in many ways. Recent events have emphasized the uncertainty of continuing policies and actions of the last fifty years. A Community Plan is not the document to measure the regional or national impact of energy problems, air quality or the cost of so-called urban sprawl. Certainly these issues are of prime importance; however, the issues that this plan speaks to are the locational factors such as areas for urban, rural and permanent agricultural uses.

Now that it is an adopted plan it becomes a guide for future development by public and private agencies and individuals. However, since community aspirations and desires are constantly changing, the plan should be reviewed periodically to reflect any new attitudes, policies, or planning criteria.

GOALS AND OBJECTIVES

The Elk Grove Community Advisory Committee developed goals and objectives to act as guidelines for the future development of the plan area. The goals are general statements of the ideals for the future of the Elk Grove area. The objectives are more specific statements of methods to attain these goals.

GOAL 1: TO ENCOURAGE A BALANCED COMMUNITY IN TERMS OF SOCIO-ECONOMIC POPULATION CHARACTERISTICS.

- a) Encourage housing that would meet the needs of the broadest possible spectrum of community residents;
- b) Encourage land use proposals that would provide for reasonable growth of residential areas;
- c) Attempt to balance growth rate with the growth rate of the industrial and commercial uses;
- d) Provide some areas for multiple family development keeping in mind the basic low density, single family character of the Elk Grove community;
- e) Consideration should be given to Planned Unit Development and/or Master Plan programs in regard to future development; and
- f) Include the use of self-help concepts within the community to meet the housing needs of low income families.

GOAL 2: TO ENCOURAGE COMMERCIAL AND INDUSTRIAL DEVELOPMENT TO PRODUCE A SELF-SUFFICIENT COMMUNITY.

- a) Require that the quality, locations and types of commercial uses are in harmony with the needs of the population they will serve;
- b) Insure that industrial developments are located in areas designated for this activity as determined by the Community Plan and that these uses are environmentally sound;
- c) Request the Board of Supervisors adopt incentive policies that will encourage new industry in areas designated for such use on the General Plan;
- d) Develop land use policies that will maintain existing downtown business areas and encourage its improvement including the expansion of parking facilities;
- e) Allowance should also be made for satellite shopping centers as the need arises; and
- f) Develop policies and balanced land use patterns along major transportation routes to avoid strip development.

GOAL 3: TO PROTECT AND IMPROVE THE RURAL CHARACTER OF THE ELK GROVE ENVIRONMENT.

- a) Insure through land use implementation that close-in, existing rural uses continue and encourage specific locations of rural estate or "hobby farms" to buffer active farms from low density residential encroachment;
- b) Continue existing and encourage new community interest projects that give Elk Grove its unique, rural identity. (Western Festival, 4-H displays, etc.);
- c) Encourage the expansion of commercial activity in integrated shopping centers and provide facilities for all neighborhoods of the community without expansion of the existing strip commercial areas;
- d) Encourage urban expansion in directions which will minimize conflict with agricultural activities;
- e) Develop land use policies that will insure adequate open space between Elk Grove and the South Sacramento metropolitan area;
- f) Develop policies and land use patterns that will reflect the separate character of the Elk Grove urban area, the rural area and the area for urban uses west of Freeway 99 and south of the City of Sacramento in the context of a total community plan; and
- g) Consider the development of a community center that would incorporate a variety of uses that would insure its usefulness to all members of the public.

GOAL 4: TO PROVIDE FOR THE DEVELOPMENT OF RECREATION FACILITIES FOR ALL SEGMENTS OF THE POPULATION.

- a) Provide adequate access, separated from the automobile, from all neighborhoods of the community to the regional and neighborhood parks or other recreational destinations for pedestrians, equestrians and bicyclists;
- b) Develop a complete neighborhood park system within one mile of all urban residents;
- c) Consider the mini-park as a viable means of providing open space in residential areas;
- d) Lineal parks should be developed along the creeks or drainage areas;
- e) When drainage facilities are being considered for creeks in the community, part of the proposal should include reestablishment of trees in the floodplain out of the main channel;

- f) Consider the technique of clustering of dwelling units in an effort to provide open space separation;
- g) Request the State of California to maintain the fish hatchery and adjoining open space in public use; and
- h) Consider acquiring public use easements beneath the existing electrical power transmission lines for equestrian, pedestrian or bicycle pathways.

GOAL 5: TO PROVIDE FOR THE DEVELOPMENT OF A TRANSPORTATION SYSTEM, PUBLIC AND PRIVATE, THAT IS ADEQUATE FOR ALL SEGMENTS OF THE POPULATION.

- a) Encourage the development, use and expansion of an efficient transit system connecting the Elk Grove urban area with the Sacramento Metropolitan area;
- b) Consider the use of the existing fixed rail facilities traversing the Elk Grove urban area for intra-city transportation.
- c) Provide safe walkways for children in the vicinity of schools, parks, and other facilities frequented by children in both the urban and rural areas;
- d) Develop a major street and highway plan that will work in harmony with the overall County and State plan;
- e) Before the major widening of Elk Grove Boulevard from US 99 Freeway to Elk Grove-Florin Road takes place, a replanting schedule to replant trees lining that street should be developed and executed to provide an aesthetically pleasant entrance to Elk Grove; and
- f) Encourage that new urban areas provide for alternative modes of transportation such as bicycle and pedestrian trails or design features that will provide adequate access to transit systems.

GOAL 6: TO PROVIDE FOR APPROPRIATE PUBLIC PROTECTION SERVICES FOR THE AREA'S POPULATION.

- a) Request that the Highway Patrol and the County Sheriff's personnel provide an adequate level of service to the community; and
- b) Provide adequate fire protection for the plan area.

GOAL 7: TO PROVIDE FOR APPROPRIATE PUBLIC UTILITY SERVICES FOR THE AREA'S POPULATION.

- a) Insure that only areas designated for urban expansion on the Community Plan are included in special districts such as sewer or water districts;

- b) Wherever possible, utilities should be placed underground prior to residential, commercial or industrial development; and
- c) Develop policies that will provide for an adequate sewer system for the projected urban Elk Grove population.

SUMMARY OF POLICIES

Various portions of this Technical Report contain policy statements that pertain to the individual sections. Some of these policies are of such importance and uniqueness as to warrant special emphasis. A summary of the more important policies in the Elk Grove Plan follows.

1. Preserve the rural character of the Elk Grove area;
2. Existing and potential agriculture uses will be protected from urban encroachment while the growth of agri-business will be encouraged;
3. Supplemental agriculture will be encouraged by designating areas Agriculture-Residential or other appropriate uses;
4. Protect existing older homes as a valuable low-cost housing resource;
5. Encourage retail business to locate within shopping centers to provide convenient commercial services and prevent expansion of strip commercial activities along major traffic arterials;
6. Encourage the placement of additional lands under Williamson Act, Land Conservation Agreements, 20-year contracts for lands in areas designated for Permanent Agriculture and 10-year contracts for lands shown in the Agricultural-Residential 5 and 10 land use categories;
7. Prevent further overdraft of the groundwater supply by providing for a future surface water supply system; and
8. Require all areas served by septic tank systems, except those designated Permanent Agriculture, be placed in septic tank maintenance district, if and when created.

HISTORY

The original inhabitants of the Elk Grove Plan area were Miwok Indians. These people were hunters and gatherers who relied on the acorn as their staple food supply. The area was studded with oak trees, some of which were concentrated in large and relatively dense groves.

In the late 1840's Jared Sheldon obtained a Mexican land grant in the area south and east of present Grant Line Road. Shortly thereafter the Rhodes family settled in the area. Within a very short time, other farmers and ranchers had settled in the Elk Grove area. In 1850, James Hall built a hotel on Stockton Road, near the present western entrance to Elk Grove Park. Hall's tavern soon became a center for weekend social activity and became known as the Elk Grove Hotel. In 1851, James Buckner built a hotel at the intersection of Elk Grove Road (present Elk Grove Boulevard) and Stockton Road (present Highway 99). Soon a store and blacksmith shop developed near the Buckner Hotel which became a stage and Pony Express stop. A post office was also established in this area and was known as Elk Grove.

In 1868, the Central Pacific Railroad came through the area about one mile east of Buckner's Hotel. A railroad station was built at the intersection of Elk Grove Road and the Central Pacific tracks. The present town of Elk Grove grew up around this vital transportation junction.

Since earliest settlement, the Elk Grove area has been predominately agricultural. Grain and hay were the primary farm products. Ranching also played an important role in the early agricultural development. About the turn of the century there was a definite change in agricultural products, probably due to depletion of soil because of repeatedly planting grain, and changing market conditions. Orchards and vineyards were planted throughout the area. A new crop, alfalfa, was introduced and did extremely well. Hops were also grown extensively in the Cosumnes River area. These new crops had an effect on the town of Elk Grove. After 1900, the town had a definite industrial element related to these new crops. The successful alfalfa crops resulted in dairy businesses developing in the area, a cheese processing plant and a creamery. Other industries included three wineries, nurseries and a flour mill.

By 1952, the plan area had grown to a total population of 2958, of which 1787 (60 percent) still lived in rural areas. The town of Elk Grove with 1171 people maintained its historical role as service center for the surrounding rural area. However, starting in the mid-fifties, there was a definite in-migration of persons who worked outside the plan area, principally in Sacramento. By 1970, the plan area population had risen to 7036, of which 3721 (53 percent) lived in the urban area. This trend accelerated after 1970, and by 1975 the plan area of Elk Grove had a population of 8090.

Throughout its history, Elk Grove has maintained a high degree of community identity as a small rural town. The old timers have always considered Elk Grove their community and the newcomers soon identify with the small town rural character and look upon the town as their center of interest. Both the old and new residents have expressed a desire to maintain the small town rural character of Elk Grove. This rural atmosphere is in danger of being lost if urbanization occurs too fast and in a manner that does not respect the historical character of the Elk Grove area.

CHAPTER TWO

THE COMMUNITY

NATURAL ENVIRONMENT

The Elk Grove area contains several natural environmental features that require special planning considerations in developing a Community Plan. Most prominent among these features are the Cosumnes River and Deer Creek and their floodplains, Laguna Creek and Elk Grove Creek, the Sheldon Hills, soil types, ground and surface water, topography, and a small cluster of constraints such as soil permeability and expansiveness. These environmental features play an important role in the planning process, individually and collectively.

Cosumnes River and Deer Creek

Cosumnes River is the most important natural environmental feature in the plan area. Meandering southwesterly along the southeastern boundary of the plan area, Cosumnes River plays a vital role in the economic, social, and ecological processes of the Elk Grove area. Annual flooding of the river, in conjunction with Deer Creek, has built up a deposit of soil that constitutes the best farm land in the plan area. Intensive farming has characterized the floodplain since the earliest Americans settled in the Sacramento Valley.

In terms of ecology, the Cosumnes River-Deer Creek complex is by far the most important part of the plan area. The Cosumnes River is one of the principal aquifer recharge areas in Sacramento County. In conjunction with Deer Creek, the river is the focal point of wildlife and natural vegetation in the study area as well as representing an outstanding scenic feature. A wide variety of wildlife inhabits the river complex, including deer, rabbits, squirrels, raccoons, skunks, various mice species, game birds, waterfowl, and several non-game species. Several species of fish inhabit the river during winter months, including an annual salmon run to spawning grounds on the upper reaches. Vegetative cover in the complex consists of woodland-grass, woodlands, riparian, and seasonal marsh. This natural vegetative cover provides habitation for wildlife and contributes considerably to the scenic value of the area.

Obviously, the Cosumnes River-Deer Creek complex and its floodplain must be given serious consideration in planning the Elk Grove area. Housing development within the floodplain must not be permitted, farm land must be protected from urban and other encroachments, the aquifer recharge character of Cosumnes River or other creeks must not be disturbed, and the wildlife and vegetation in the area must be protected and preserved. The Elk Grove Community Plan incorporates plans and policies to accomplish these tasks to the extent possible.

Laguna Creek

Laguna Creek flows generally across the north central part of the plan area. Its southern tributary, Elk Grove Creek or South Fork Laguna Creek, flows through the town of Elk Grove and joins Laguna Creek west of Highway 99.

The terrain traversed by these two streams is generally flat, resulting in extensive flooding during the rainy season. These creeks and their floodplains are important elements in the Elk Grove natural environment.

Most of the natural vegetation along these streams was removed by farming operations years ago. However, riparian vegetation and tule growth are extensive in the stream channels, especially in areas where the channel is very wide. These areas of vegetative cover provide habitation for waterfowl and small animals. This ecological system must be given consideration in planning the Elk Grove area.

Flooding along these streams is very broad and shallow, making flood control easier in that a minimum height of levees or diking would be necessary. However, the extensiveness of the floodplain creates special problems since piecemeal diking would create additional problems downstream. Further, housing development within the floodplain would require extensive earth moving to elevate houses above the flood level.

Finally, these streams possess great potential for aesthetic enhancement. Properly treated, they can become beautiful scenic features and provide the framework for extensive open space. Unplanned or channelized, however, they may become little more than open sewers, as evidenced in certain metropolitan areas. The rural character of these streams and floodplains presents unique planning opportunities for the Elk Grove area.

The Laguna Creek complex is, therefore, another important natural environmental feature of the Elk Grove area and requires special consideration. Housing must be excluded from its floodplain, the ecology of the area should be preserved to the extent possible, particular attention must be given to the aesthetic and recreational potential of the streams, and open space along these natural barriers must be developed to protect the rural character of Elk Grove.

Sheldon Hills

The Sheldon Hills, generally located between Elk Grove-Florin Road and Waterman Road and extending from Laguna Creek through the northern boundary of the plan area, is another natural environmental feature that should be considered in planning the Elk Grove area. Although these hills are not very high (about 25 feet above the surrounding terrain), they do represent a partial barrier to eastward expansion of urbanization south of Sacramento.

Running sewer lines on an east-west axis would require lift stations to get the sewage over the hills. The hills also act as a barrier to urban expansion in terms of environmental constraints. The Sacramento County Sacramento Environmental Evaluation System identifies the hills as most suited for rural land use and least suited for agricultural and urban uses. This identification is principally based upon soil erosion and slope. Thus, if the hills were developed to their most suited land use, they would definitely act as a barrier to eastward urbanization.

Types of soil in the plan area are important natural environmental features that must be given considerable weight in planning the area. The Land Capability Classification System used by the Soil Conservation Service groups soils in eight capability classes. Class I through IV soils are suited to cultivation with increasing limitations at each class. Soils in Class V through VIII are not considered suited to cultivation. Soils in the plan area fall into Classes I through IV, with the best farm land, Class I through III, located in the Cosumnes River floodplain and west of Highway 99. Most of the area north of Grant Line Road is in Class IV soils. These soil types obviously play an important role in determining land uses in the plan area.

Surface and Groundwater

Surface and groundwater are important elements in any community's natural environment. In the Elk Grove plan area these elements are particularly important because the area draws practically all its water supply from underground sources. Farmers along the Cosumnes River do some pumping from the river for irrigation purposes, however, in terms of overall water uses, this is a minimal amount. Virtually all water used in the plan area comes from wells. This has resulted in an increasing rate of decline in the groundwater level. The mid 70's rate of decline was slightly over 1-1/2 feet per year and will continue to increase as more wells are drilled for an increasing population or more intensive agricultural use. Further, some isolated areas within the plan area have experienced serious problems with water quality. Although these areas are isolated, more extensive areas may be subject to the same problems as the groundwater level continues to decline.

Surface water available in the area generally consists of stream flow in Laguna Creek and its tributaries, Deer Creek, and Cosumnes River. Water in the Laguna Creek system is virtually not used at all, and only a small fraction of the Cosumnes River-Deer Creek water is used for irrigation.

Topography

Except for the Sheldon Hills area, the generally flat topography results in a major problem in the plan area--inadequate drainage. Problems relating to inadequate drainage, especially flooding, require special attention in planning the Elk Grove area. On the one hand, flooding can be seen as a definite problem to urban development.. On the other hand, however, flooding can be seen as an opportunity to plan open space. The generally flat terrain and resultant drainage problems in the plan area were given full consideration in developing a land use plan for the Elk Grove area.

Other Physical Factors

A small cluster of physical factors such as soil expansiveness, soil erodibility, and subsoil permeability must be considered in developing a Community Plan. Although these factors are rather generalized throughout the plan area, some specific locations have a constraining effect on certain land uses. Generally, these factors are considered in determining urban versus rural land uses.

The natural environment in the Elk Grove area played a vital role in developing the Community Plan. Natural environmental factors are the "givens" in the planning process. They exist and have existed before man came into the picture. In some cases they can be modified to some extent. However, as a general rule, planners must work around these "givens" in an attempt to harmonize man and his environment.

CULTURAL ENVIRONMENT

As defined in this report, cultural environment includes all those things relating to man's activities that distinguish an area as a community. These activities include generalized land use patterns, social institutions and practices, the "flavor" of the area, economic and other activities that tend to identify the Elk Grove community. Examination of these man-made features is necessary in the community planning process.

Land Use Patterns

Land uses existing in the Elk Grove area fall into three general categories; agricultural, urban, and agricultural residential. The first two categories are self-explanatory. The third category is comprised of rural lots of from two to twenty acres. Although some limited agricultural activity occurs on these parcels, they are primarily residential with horses, some cattle, and other limited farm activities. Generally, commercial agricultural activity in the plan area occurs between Grant Line Road and Cosumnes River and west of Highway 99 south of Elk Grove Boulevard. There is also some agricultural activity east of Waterman Road and northwest of Grant Line Road. Urban land uses are mostly in the town of Elk Grove. Some small pockets of urban land use have also developed in the town of Sheldon. Agricultural residential uses are concentrated primarily in the northeastern part of the plan area. These uses are also scattered throughout the plan area. These existing land uses played an important role in the planning of the Elk Grove community.

Social Institutions

Like most small rural communities, Elk Grove has developed many social institutions and practices that bind the people together into a cohesive group. Schools, churches, fraternal organizations, civic groups, and many other social institutions are the building blocks of Elk Grove society and make significant contributions to community identity. All public schools within the plan area are one school district--the Elk Grove Unified School District. School events thus become community events rather than isolated activities having meaning only to participants and their families. Most members of fraternal organizations, churches, and civic groups live in Elk Grove. This situation, combined with the fact that Elk Grove is a small town, tends to create a feeling of unity, and consequently an identification with the Elk Grove community.

Certain social practices also tend to make Elk Grove an identifiable community. The annual Western Days consists of a parade, riding contests, and other activities with a western motif. Many Elk Grove residents get into the spirit of the event by growing beards and participating in the various activities. A farm animal auction is held weekly at the auction yards located in Elk Grove. This activity not only emphasizes the rural atmosphere of Elk Grove, it serves to unite the agricultural and urban sections into a total community. Activities at Elk Grove Park such as swimming, softball leagues, Little League baseball, and picnicking all serve to create a feeling of unity in the Elk Grove area.

The Elk Grove "Flavor"

Although Elk Grove itself still has the atmosphere of a small rural town, this atmosphere is changing to a more urban flavor due to an in-migration of residents who work in the City of Sacramento. This has resulted in a recent rapid increase of population and has created somewhat of a bedroom community atmosphere. As in most bedroom communities, this movement tends to lessen the community identity of Elk Grove. If this trend continues, Elk Grove is in danger of losing both its rural character and its identity as a community. This has happened to other rural communities and was considered in planning the future of Elk Grove.

The countryside surrounding Elk Grove varies from intensive farming through agricultural residential to marginal agricultural areas that are potentially urban use areas. In general, however, the study area has a rural flavor and will probably remain so through the life of this plan.

Economic Activities

Economic activities are another important element of a community's environment. Like most other small rural towns, Elk Grove developed a downtown commercial area that served both rural and "town" people. Although the services of this area have been eroded considerably by shopping centers, it still plays an important role in making Elk Grove a community. Presently, Elk Grove has two new shopping centers and one older center. Two large automobile agencies and several service stations account for most of the remaining commercial activities outside the downtown area. Finally, considerable industrial activity exists in the Elk Grove area. A winery, a meatpacking plant, and a large gas storage facility are samples of the total industrial activity.

These various elements of the cultural environment are important factors in the total picture of the Elk Grove community and must be given considerable attention in the community planning process. Unlike some other so-called communities that have become merely extensions of urban sprawl, the Elk Grove community is indeed a unique and distinct community. If this distinct community identity is to be preserved, specific planning principles must be vigorously applied.

THE PEOPLE

The foremost goal of any Community Plan is to provide for the needs of the people living in the community, their basic needs, their aspirations and hopes, their aesthetic desires, and their style of life. In order to determine these needs, various analytic techniques were employed.

Population Analysis

Population analysis and projections are fundamental processes in determining the character of a community. This includes a study of the births, deaths, migration rates, and population characteristics. Population projections based upon past trends and future limitations are useful aids to help plan future needs such as schools, parks, commercial areas, and other services.

Selected population characteristics for Elk Grove are shown in Table 2-1. Since the community is divided into distinctive urban and rural areas, a column for each of these categories has been included. An examination of this table shows that in many ways Elk Grove is "average" as compared to Sacramento County as a whole. However, there are some notable exceptions which point out the distinctiveness of the community. The Elk Grove planning area in 1970 contained only 143 persons per square mile as compared to 625 persons per square mile for Sacramento County. Over five percent of the employed persons in the area were farm workers as compared to 1.4 percent for the total County. These statistics emphasize the rural character of the Elk Grove area. On the other hand, Elk Grove is similar to other communities in the County. Government workers comprise 33% of all employed residents over 16 years of age as compared to 32.8% for Fair Oaks. Almost 50% of all employed persons in the Elk Grove area work in Sacramento while 38% of all employed persons living in Fair Oaks work in Sacramento. These facts indicated that although the Elk Grove planning area is distinctively rural in character, the Elk Grove urban area tends to be a bedroom community in which about one-half the work force is employed in the City of Sacramento.

Ethnically, in 1970 Elk Grove was almost totally white as shown on Table 2.2. Compared to Sacramento County which was 80.5% white, Elk Grove was 92.7% white. Recent new housing has been in the middle-price range, thus pricing many minority group members out of the market since many of these persons generally are below average in terms of income.

A history of an area's population change is useful in projecting future population. Three factors comprise the change of the number of people in an area--births, deaths, and migration. The birth-death ratio constitutes the natural change. This natural change is subtracted from the area's total population change to determine the net migration. Net migration thus is a combination of the number of people moving into and out of the area and may be either a positive or negative number. In the Elk Grove area that net migration is positive as indicated on Table 2-3. This indicates that a great number of people have moved to Elk Grove within the past few years (up to 1975). If this trend continues, severe strain will be put on the existing institutions and social practices. Since most of the people moving into the area work in Sacramento, the Elk Grove area is definitely in danger of becoming another bedroom suburb in the Sacramento Metropolitan area, and eventually a contiguous part of the Sacramento urban sprawl. Only through effective planning can this familiar pattern be modified for the benefit of area residents.

TABLE 2-1
SELECTED POPULATION CHARACTERISTICS
FROM THE 1970 CENSUS AND SPECIAL 1975 COUNTY CENSUS

Population Characteristic	Urban	Elk Grove		Fair Oaks	Sacramento	Sacramento
		Rural	Total		City	County
Total population 1970	3721	2200*	5900*	15,463	257,105	621,500
1975	5564	2526	8090	17,809	260,713	686,325
Persons per square mile (1970)	707	61	143	1,546	2,730	625
Median age (1970)	28.0	25.0	27.0	27.0	30.0	27.0
(1975)			27.4			
Persons per dwelling unit (1970)	3.3	3.5*	3.4*	—	2.77	2.95
(1975)	3.24	3.28	3.25	—	2.51	2.74
% of persons 25 yrs. or older who have completed:						
8 yrs. or less of school	18.8	25.4	21.1	9.3	23.3	35.8
4 yrs. of high school	38.1	29.1	34.0	38.2	32.6	35.8
4 yrs. or more of college	9.8	6.0	8.8	19.3	11.0	13.0
median years completed	12.4	11.1	12.0	12.7	12.3	12.4
% of employed persons in professional, technical & proprietor categories	24.6	17.3	22.2	37.8	24.4	27.2
% employed as farm workers	2.8	11.0	5.5	0.8	0.7	1.4
% of employed over 16 yrs. old who are government workers	34.2	29.8	33.0	32.8	36.7	35.0
% of employed working in Sacramento City	45.8	46.9	46.2	38.0	73.5	60.1
% of population living in same house as in 1965	39.6	52.2	44.1	38.7	50.3	44.7
Median family income	\$10,455	\$10,700	\$10,600	\$12,700	\$9,715	\$10,732

Source: U.S. Census of the Population, April 1970.

* 1975 figures are from the Sacramento County Census.

Estimate

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TABLE 2-2

POPULATION BY RACE AND ETHNIC GROUP
1970 CENSUS - URBAN AREA ONLY

Racial Group	Number	Percent
White	3484	92.7
Black	6	.2
Spanish Surname	186	5.0
Indian	24	.6
Japanese	31	.8
Chinese	2	.1
Filipino	14	.3
Other	10	.3
TOTAL	3721	100.0

Source: U. S. Census of the Population, April 1970.

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TABLE 2-3

POPULATION CHANGE
1960-1970, 1970-1975

	1960-1970	1970-1975	1960-1970	1970-1975	1960-1970
Elk Grove (Urban Area)	5.1%	8.4%	+1,516	+1,743	+79%
Fair Oaks	5.5%	3.8%	+6,430	+2,346	+75%
Sacramento County	2.3%	1.6%	+128,720	+52,135	+51%

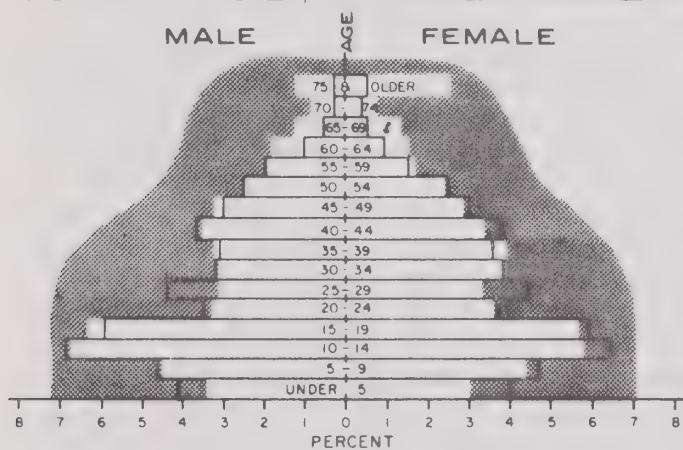
Source: U.S. Census of Population, April 1970,
and County of Sacramento Health Agency,
Vital Statistics Section, and 1975 County Census.

FIGURE 2-1

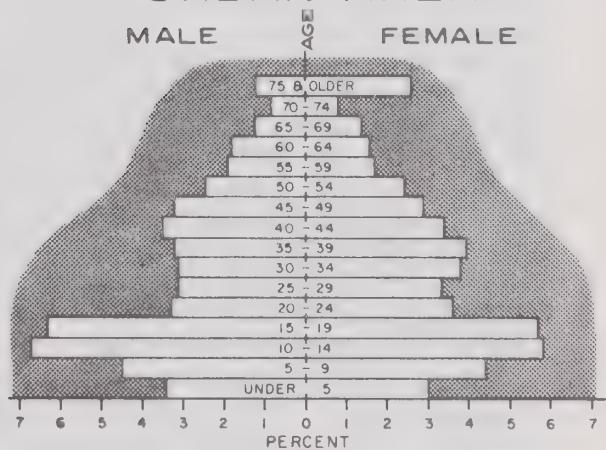
POPULATION PYRAMIDS 1975

(AGE AND SEX)

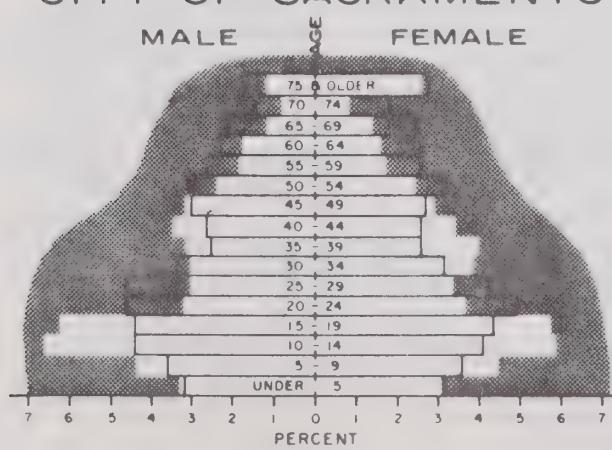
NORTH HIGHLANDS -
NORTH CENTRAL AREA



ELK GROVE
URBAN AREA



CITY OF SACRAMENTO



SACRAMENTO COUNTY
(UNINCORPORATED AREA)

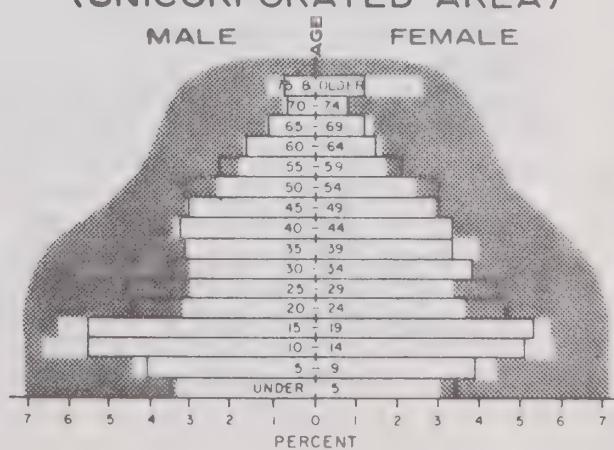


Figure 2-1 shows an interesting contrast between the Elk Grove community and the North Highlands-North Central area community. The percent of the total population under 10 years of age is less in the Elk Grove area than in the North Highlands-North Central Area. However, the percent of children between 10 and 19 years of age is similar for the two areas. The percent of young adults between 20 and 35 years is less in the Elk Grove area than in the NH-NCA. Finally, the percent of older people (over 60) is much greater in Elk Grove than in the NH-NCA. These contrasting age group distributions indicate that Elk Grove may serve as a retirement area for quite a few people and perhaps recognizes the existing convalescent home.

Comparing Elk Grove to the unincorporated County area shows more persons in the age group 10 to 20 for Elk Grove and fewer persons in the 20 to 35 group. This indicates a less balanced community age-wise and may be an indication of Elk Grove's higher growth rate.

The above analysis points out some of the population factors that must be considered in planning the Elk Grove area. If Elk Grove is to remain attractive to older persons some methods of providing housing for this age group should be considered. Currently, most of the elderly people live in the older section of Elk Grove. However, as this housing becomes dilapidated, the poorer, older people will be economically forced out unless some other low cost housing is provided. Virtually all new housing in the past few years has been for established families (generally three and four bedroom), reflecting the type of family that moves to Elk Grove. If older people are forced out by economics, more so than normal, and replaced by young families, Elk Grove may become more of a bedroom community with a resultant loss of community identity. This shift in population distribution would also add more pressure on the school system, although this would be somewhat compensated by the declining birth rate that currently exists throughout the County. Finally, the low number of young adults, compared Countywide, indicates that fewer apartments may be needed in Elk Grove than in other communities, excepting apartments for elderly people. The location of areas designated for apartments in Elk Grove thus becomes very important.

Statistics, however, do not tell the whole story of a community. Town meetings, interviews with local residents, and work with the Elk Grove Community Advisory Committee provides important insights into the wishes and aspirations of the present residents. In general, the people of Elk Grove tend to be conservative in outlook. That is, they indicate a strong desire to maintain a status quo. Most appreciate the rural, small town atmosphere of Elk Grove and want the town to stay this way as much as possible. In terms of recreation, they show a preference for outdoor activities. Equestrian activities, bicycling, fishing, camping, tennis, and other outdoor activities are given high priority. Social activities such as church functions, fraternal organizations, and other group functions also are important to the people of Elk Grove, indicating a strong sense of community identification. Finally, the people of Elk Grove see their town as a quiet, healthy and safe place to live and want it to remain so. These important facts were considered while developing the now adopted Community Plan.

CHAPTER THREE

LAND USE

EXISTING LAND USE

Land uses that are existing when a plan is being developed form the foundation upon which the plan is built. One of the purposes of a Community Plan is to give direction and management of future growth to the existing land use conditions.

The Elk Grove plan area contains three distinct but generalized land uses-- agricultural, agricultural residential, and urban. While most of the land area is used for agriculture, the towns of Elk Grove and Sheldon are urbanized to varying degrees. The Elk Grove Community Plan recognizes these distinctive land uses and has policies that are best suited for each category.

A land use survey of the Elk Grove plan area was conducted and the results are listed in Table A-1 of the Appendix. A summary of the survey is shown in Table 3-1. This summary emphasizes the rural character of the Elk Grove area which was a major consideration in developing a plan for the area.

The existing agricultural land in the plan area is located generally throughout the whole area. However, the agricultural uses considered economically viable through the life of the plan are generally located between Grant Line Road and Cosumnes River, south of Elk Grove Boulevard and west of Highway 99, and in a few isolated areas northwest of Grant Line Road. These agricultural lands are an important part of the total County agri-business. It is in the general interest of both the Elk Grove community and Sacramento County to protect the valuable agriculture in these areas..

Agricultural-Residential

Agricultural-residential land uses are generally concentrated in the northeast part of the plan area. These are large lots of from about two to twenty acres with a residence located on each parcel. Due to the limited size of these parcels, agricultural activities would not support a family, so as a general rule residents derive most of their income from other sources while using the land for either a supplement to their regular income or for recreational purposes. This type of land use is important to the plan area and County at large in that it offers an alternative life style to standard urban living and contributes to the established rural "flavor" of the area.

Residential

Residential land use is confined almost exclusively to the town of Elk Grove. The predominant housing type is single family detached homes. For instance, the 1975 County Census enumerated a total of 1818 housing units in the Elk Grove urban area of which 1482 (82%) were single family type homes.

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TABLE 3-1

EXISTING LAND USE SUMMARY
AUGUST 1973

Land Use	Acres	Percent of Plan Area
Agricultural		
Dry Pasture	9,443	35.7
Irrigated Pasture	9,223	35.0
Row Crops	3,948	15.0
*Agricultural Residential	815	3.1
Industrial	207	.8
Commercial	42	.2
Residential	306	1.2
Streets	665	2.5
Railroads	154	.6
Parks and Recreation	124	.5
Schools	118	.4
Other Public and Quasi-Public	142	.5
Vacant (Urban and Ag-Residential)	772	2.9
Open Space (streams, riparian, woodlands, etc.)	420	1.6
TOTAL AREA	26,379	100.0

* Denotes uses that are primarily residential but with secondary agriculture.

Source: Sacramento County Planning Department.

Industrial

Most of the industrial uses in the plan area are located in the industrial area south of Elk Grove. There are, however, some agricultural industrial uses such as the Elk Grove Meat Packing Company that are located outside this industrial area. These uses are encouraged to continue operation by proper land use planning.

Commercial

Commercial land uses are mostly located in downtown Elk Grove and in a shopping center on Elk Grove-Florin Road. Some isolated commercial activity is also located through the plan area. The downtown area is a hodge-podge of commercial uses containing several marginal operations. Since this hodge-podge of older buildings contributes to the rural small town atmosphere of Elk Grove, consideration should be given to blending new construction with the old town flavor. Encouraging improvement of the downtown business area is one of the objectives of this plan.

Public and Quasi-Public

Public and quasi-public land uses include schools, parks, cemeteries, the California State Fish Hatchery, and various other public buildings and public use areas. These uses are extremely important not only for the services performed but also because many of them provide permanent open space and other recreational benefits. For example, the State Fish Hatchery provides a public fishing pond, several trails, and considerable open space. This area is used extensively by residents of the area and even by some Sacramento residents. This plan strongly recommends these areas be preserved for the future benefits of all area residents.

Open Space and Vacant Areas

A considerable area is listed as open space and vacant. This category includes such things as streams, riparian and woodland areas, swamp areas, and land both in Elk Grove and the surrounding rural area that was not used at the time of the survey. It is important that many of these open space areas be preserved as natural resource conservation areas. A major goal of this plan is to implement policies to protect these valuable community resources.

LAND USE PLAN

The Elk Grove Community Plan provides direction for the future growth of the entire Elk Grove community. No aspect of this plan is more important than future land uses. In developing a future land use plan, information from many different sources was considered. The sources included historical and existing conditions, environmental information, planning principles, input from individual citizens and a Community Advisory Committee, and input from various local civic organizations.

The overriding consideration of the land use plan is a recognition of the rural character of the Elk Grove area and the desire of area residents to maintain this distinctive character. In order to accomplish this consideration, a large proportion of the total land has been placed in permanent agriculture, and agricultural-residential land use categories.

A summary of land uses for the plan area is contained in Table 3-2. Since conditions and attitudes in any community are always changing, this plan should be reviewed periodically and updated as necessary to meet these changes, ideally every five to seven years.

In developing a land use plan for the Elk Grove area, traditional as well as some innovative land use categories were used. Although these uses, of themselves, do not directly alter future land uses, they do form the basis for zoning, subdivision and other process which determine future land use. The following is a general analysis of the land use categories used in this plan and the comparable zoning categories.

Agricultural

In determining agricultural uses on the Elk Grove Community Plan, many factors were analyzed, weighed, and assigned values in relation to overall community needs and desires. Some of these factors include soil data, historical and current land uses, economic consideration, environmental considerations, and expressed desires and aspirations of the community. Combining these factors with sound planning procedures, the plan balances the need for food and fiber against the need for urbanization. In attempting to reach this balance, the plan recognizes the limitations on planned agricultural uses--soil, water, etc., while at the same time recognizing the virtually unlimited restraints on urbanization. Thus, in most cases where both agriculture and urbanization were suitable land uses, agriculture, where appropriate by locational factors, was given the highest priority.

ELK GROVE
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TABLE 3-2

SUMMARY OF LAND USE ZONES AS ADOPTED
BY ACRES AND PERCENT OF TOTAL

	Acres	Percent
AGRICULTURAL TOTAL	22,605	85.7
Permanent Agriculture	13,029	49.4
Agriculture-Residential 1, AR-1	60	0.2
Agriculture-Residential 2, AR-2	1,622	6.1
Agriculture-Residential 5, AR-5	7,093	26.9
Agriculture-Residential 10, AR-10	801	3.0
RESIDENTIAL TOTAL	1,514	5.7
Residential-Density 1, RD-1	28	0.1
Residential-Density 2, RD-2	115	0.4
Residential-Density 5, RD-5	1,242	4.7
Residential-Density 10, RD-10	62	0.2
Residential-Density 20, RD-20	46	0.1
Special Planning Area (SPA)	21	0.1
COMMERCIAL TOTAL	159	0.6
Business and Professional, BP	18	0.07
Other Retail and		
Planned Development, LC or SC	109	0.4
General Commercial, GC	32	0.1
INDUSTRIAL TOTAL	1,064	4.0
Industrial, M-2	644	2.5
Industrial Park, M-1	319	1.2
Agricultural-Industrial, M-1 or M-2	81	0.3
RECREATION	289	1.1
COMMUNITY FACILITIES	117	0.4
SCHOOLS	128	0.5
WATER AND WATERWAYS	367	1.4
FREeways	136	0.5
TOTAL	26,379	100.0

Source: Sacramento County Planning Department
based on August 1978 adoption.

The importance of agriculture to the Elk Grove community and to Sacramento County cannot be overstated. For example, from 1962 to 1972 land used for agricultural production in Sacramento County increased by 11.7 percent and the gross value of production increased 36.7 percent. Concurrently, land suited for agriculture has increasingly been converted to urban uses. The net gain in agriculturally used land has been due to conversion of land formerly used for extensive agriculture through modern agricultural practices and irrigation to intensive production. Dairy products, cattle, several grain types, hay, seed clover, and vineyards are some of the major agricultural products of the plan area. Altogether, these products play an important role in the local economy and make a significant contribution to feeding an increasing population. Thus, it is vitally important that agricultural uses be encouraged to the fullest extent possible.

The major problem agriculture faces in the plan area is also national in scope; it is the pressure to urbanize. As large metropolitan areas expand out into traditional agricultural areas, pressures on farmers and ranchers to sell their land for urban development becomes increasingly severe. Generally, this process follows a well-established pattern; speculators buy up land on the periphery of the urban area which drives up land values in the area, taxes rise with these rising land values (prices) and finally the farmer, due to rising taxes and the opportunity to realize an inflated price for this land, is forced or encouraged to sell.

Agricultural uses indicated on the Elk Grove Community Plan are the result of a series of planning procedures. First, areas most suited for agriculture were identified from information contained in the Sacramento Environmental Evaluation System. Second, areas suited for agriculture were compared with existing uses. Third, other factors such as parcel size, existing sewer districts, road patterns, and projected populations were considered. Through this process, areas for future agriculture were identified and are indicated on the Community Plan. Agricultural uses and zones break down into several sub-categories defined as follows:

Permanent Agricultural

This category is designed to permanently protect land which is now used, or has the potential to be used, for productive agricultural activities. The extent and location of this land use category is based upon a number of criteria which gain importance insofar as they support the goals and objectives of the Elk Grove Community Plan. Such criteria include: the quality of the soil; the existing or potential value of production; existing uses; parcel size; the necessity for protecting and maintaining viable agricultural districts; and the selection of the most appropriate land use from among the feasible alternatives. This category indicates a full commitment toward protecting and enhancing agricultural interests. Policies and land use regulations prevent the intrusion of incompatible land uses and division of land and preclude the provision of urban services while encouraging and supporting programs which enhance the agricultural environment. The permanent agricultural zones are AG-20, AG-40, AG-80 and AG-160.

Agricultural-Residential

This category identifies areas which are set aside and protected for large lot rural residential uses where the keeping of animals and the raising of crops for education, recreation, or income supplement is permitted. The intent of this category is to assure the long term viability of the rural residential uses. Soil type, water supply, parcel size and historical uses and trends are among the criteria used in determining the location and extent of this land use category. Agricultural-Residential districts are of sufficient size and of such configuration and location that potential conflicts with incompatible land uses are minimized. The minimum lot size is 10, 5, 2, 1 acres. These very low density areas require and support fewer urban services than more densely populated areas. Agricultural-Residential-1 areas were used to recognize existing development; this category is not generally suited for new development unless either public water supply or sanitary sewers are available. Agricultural-Residential-2 areas most often appear in recognition of existing development; any significant amount of new development in this land use category will require either a public water supply or sanitary sewer facilities unless careful analysis of soil and underground water conditions clearly indicate that a proposed development relying on individual wells and private sewage disposal systems will not lead to health hazards, groundwater contamination or significant downdraw of the groundwater supply. Agricultural-Residential-5 and -10 areas are intended to accommodate new development without public water supply or sanitary sewers.

The majority of this agricultural land use is designated Agricultural-Residential-5. The primary purpose of the five-acre minimum lot size is community health. The Sacramento County Health Agency has expressed serious concern over the proliferation of two-acre parcels on private wells and individual septic tank sewage systems. While no exact distribution of septic tanks that will guarantee health safety has been established at this time, the reasonable approach is to insure as great a separation as possible and still allow a reasonable use of the land. A five-acre minimum lot size use seems the most appropriate method of resolving this problem. A secondary consideration is one of aesthetics; a monotonous landscape of small parcels will not contribute to the rural atmosphere of the plan area.

Information from the Sacramento County Health Agency also indicates a need to control septic tank sanitation procedures because of widespread failures of these systems. The plan, therefore, recommends all areas served by septic tank systems, except those designated Permanent Agriculture, be placed in septic tank maintenance districts.

Hopefully, the entire area designated Agricultural-Residential-5 will not develop into five acre parcels. To encourage larger lot sizes and continuation of existing agricultural uses, the plan recommends ten-year Williamson contracts be approved for persons requesting them in the Agricultural-Residential and Agricultural Urban Reserve land use categories. These contracts not only would tend to preserve existing agricultural use, but would encourage additional agricultural activities as transitional uses.

On the Elk Grove Community Plan, the Agricultural Residential-5 and -10 designations are also used as a buffer or separator between Elk Grove and the future Sacramento metropolitan area. These designations are visualized as permanent uses with little likelihood of changing existing practices of private wells and private sewage disposal systems. However, due to the large lot size, some land could conceivably be urbanized if the need becomes great enough. The Agricultural Residential zones are AR-1, AR-2, AR-5 and AR-10.

RESIDENTIAL

The major concerns involved in planning residential land uses in the Elk Grove area may be defined as follows: What should be the future size of the town of Elk Grove, what type residential development should be planned, what action should be taken in areas that are presently zoned commercial but are developed as residential areas, how to provide housing for all segments of the population, and what are the implications imposed on the community by physical constraints, such as flooding.

In determining the future size of the town of Elk Grove, several considerations were evaluated. Certain physical restraints tend to create natural boundaries for the town. Laguna Creek on the north, Waterman Road and the electrical transmission towers and easements on the east, the industrial area on the south, and Highway 99 on the west were viewed as definite restraints to the size of the town. The citizens of Elk Grove, in town meetings and in responses to questionnaires, indicated a strong preference to keep Elk Grove a small town. Finally, population projections based on specific densities indicate a maximum population (size) for the town.

Residential density is an important function of planning residential land use. The residential land use plan consistently emphasizes a low density character composed primarily of single family detached houses which is in conformity with the stated desires of the citizens of Elk Grove. Defined below are the residential land use zone designations and a description of their character and densities. It should be noted that the land use zone designations indicate the maximum density allowed under normal zoning and development conditions.

Residential Density 1 (RD-1)

The maximum housing density permitted in this category is one dwelling unit per gross acre. Although dwelling types are not specified, these areas will develop primarily with single family detached dwellings on very large, estate type lots. Rural type street improvements will be the rule and sanitary sewer and/or public water supply will be required.

Residential Density 2 (RD-2)

The maximum housing density permitted in this category is two dwelling units per gross acre. Single family detached dwellings on large, estate type lots will predominate in these areas, although a range of dwelling types may be permitted. Urban type drainage facilities may be required, but sidewalks will often be unnecessary. Sanitary sewers and/or public water supply will be required.

Residential Density 5 (RD-5)

Standard subdivision type housing is indicated as Residential Density 5 on the Elk Grove Plan. Although this category allows five dwelling units per acre, in practice this type development generally has a density of between three and four units per gross acre with a population density of about 11 persons per acre. Since the Elk Grove citizens have indicated a strong preference for single family type housing, most of the recommended residential land use falls into this category. Diversity and innovative housing is encouraged in this category and may include uses such as attached and cluster housing. Full public facilities and improvements are the rule in these areas.

Residential Density 10 (RD-10)

Housing densities up to ten dwelling units per gross acre are permitted in this category. The entire range of dwelling type is permitted and diversity and innovation are encouraged. Typical developments will include duplexes, townhouses, garden apartments, and mobile home parks. In these areas of higher than average densities, a high level of urban services and facilities will be required and good circulation must be provided.

Residential Density 20 (RD-20)

Up to 20 dwelling units per acre is allowed in this category with an average population density of about 44 persons per acre. This density provides for a variety of apartment developments and condominiums. Imaginative design and diversity are strongly encouraged and the entire range of dwelling types is permitted. These areas are located where a consistently high level of urban services, facilities, and amenities and convenient access are available. Since the residents of Elk Grove have expressed a strong desire for the town to remain at a very low density, the amount of land planned for Residential Density 20 has been kept low.

Planned Development/Special Planning District

This is a combining land use category which may be combined with any other land use category shown on Community Plans. This category is located wherever special development concerns for environmental, aesthetic, or cultural reasons are indicated. Within this category, any development must conform to specific development criteria and have specific development plans approved in advance of development.

This combining land use category is used in the northern portion of Data Area 9, along Laguna Creek. The underlying use is Residential Density 5 and the reasons for special concern at this location are the floodplain area and the high potential of this area being important to recharging of the groundwater.

POPULATION PROJECTIONS AND HOLDING CAPACITY

The future population of any given area depends upon many factors, many of which cannot be accurately identified. For instance, the future effect of energy conservation measures could have a drastic effect upon the future growth of the Elk Grove area; however, insufficient information at this time precludes including this consideration in projecting future population of the area. Population projections are, therefore, educated guesses at the best. In planning the future population of the plan area, certain assumptions were made. These assumptions are listed on Table 3-3. For the purpose of population projections, these assumptions are expressed in annual population growth rates. Since population growth rates are subject to unpredictable variables, population projections based upon these rates cannot be considered highly reliable.

The plan area holding capacity, however, is based upon assumptions expressed in densities for specific land uses as outlined on Table 3-4. Since these assumptions are subject to a lesser degree of variation, ultimate holding capacities can be considered fairly reliable. Although population projections for specific points of time are useful in the planning process, ultimate holding capacity is far more important in meeting a community's expressed goals. Population projections and ultimate holding capacity for the Elk Grove Plan area are shown on Table 3-5. For a closer study of existing population and potential growth, this information is shown by data areas on Table 3-6. Data areas for the Elk Grove Plan area are shown in the Appendix, Figure A-1.

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TABLE 3-3

ASSUMPTIONS OF PROJECTED
GROWTH RATES BY MAJOR AREAS

Elk Grove Urban Area	1975 to 1980	30% increase
	1980 to 1990	50% increase
	1990 to 1995	15% increase
Agricultural Residential Area	1975 to 1980	15% increase
	1980 to 1990	20% increase
	1990 to 1995	10% increase
All Other Areas	1975 to 1980	10% increase
	1980 to 1990	10% increase
	1990 to 1995	5% increase

Source: Sacramento County Planning Department.

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TABLE 3-4

RESIDENTIAL DENSITY ASSUMPTIONS

Land Use Category	Residential Dwelling Unit Density	Persons Per Dwelling Unit
Permanent Agriculture	1 D/U per 20-100 acres	3.5
Agricultural Residential 1	1 D/U per 1.3 acres	3.5
Agricultural Residential 2	1 D/U per 2.5 acres	3.5
Agricultural Residential 5	1 D/U per 7 acres	3.5
Agricultural Residential 10	1 D/U per 20 acres	3.5
Residential Density 1	.9 D/U per acre	3.5
Residential Density 2	1.8 D/U per acre	3.2
Residential Density 5	3.5 D/U per acre	3.2
Residential Density 10	10 D/U per acre	2.2
Residential Density 20	20 D/U per acre	2.2

Source: Sacramento County Planning Department.

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TABLE 3-5
POPULATION PROJECTIONS BY MAJOR AREAS

Area	1975 Population	1990 Projected Population*	Holding Capacity*
Elk Grove Urban Area Data Areas 6 thru 11	5,564	13,000	18,400
Agriculture-Residential Data Areas 2, 3 and 5	1,948	3,000	5,340
All Other Areas Data Areas 1 and 4	530	880	1,400
TOTAL	8,042	16,880	25,140

* Based on listed assumptions.

Source: Sacramento County Planning Department.
Sacramento County Census, 1975.

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TABLE 3-6

PRESENT AND PROJECTED POPULATION

Data Area	1975 Population		Holding Capacity
	Number	% of Ultimate	
*1	317	79%	400
*2	700	28%	2,500
3	1,001	43%	2,350
*4	261	26%	1,000
5	247	50%	490
6	347	27%	1,270
7	764	58%	1,320
8	1,586	33%	4,780
9	802	45%	1,800
10	1,446	22%	6,450
11	619	20%	2,780
TOTAL	8,090	32%	25,140

* Adjusted population figures.

Source: Sacramento County Census.
Sacramento County Planning Department.

HOUSING

Providing housing for all segments of the population cannot be accomplished by community planning. A Community Plan can, however, ameliorate some conditions in housing and should certainly not add to or expand existing problems. Planning for a variety of multiple family housing and mobile home parks is the traditional method of providing housing for various income groups. These methods, combined with standard subdivision and rural residential uses, generally accommodate the vast majority of an area's population. However, the very low and fixed income groups, which in Elk Grove include many older persons, are generally excluded from this system. Traditionally and presently, older homes have provided the bulk of low cost housing for these people. The plan recommends that no action be taken that would jeopardize this important element of the total housing resource.

Many families who might be described as the semi-poor are to a great extent excluded from adequate housing under traditional planning and development mechanisms. In the Elk Grove area, subsidized housing directed at this group in some form has been the answer to the problem. The self-help program has been particularly successful and the plan recommends more of this type housing for the semi-poor. The soaring cost of housing, however, defeats the purpose of most of these programs. Indeed, many families in the lower middle income category are unable to afford adequate housing at today's inflated prices. This plan has no solution for the problems associated with inflated housing costs. Elk Grove, like other communities, will have to look for national solutions to a problem that is national, perhaps international, in scope.

COMMERCIAL

Providing for adequate commercial service areas that are conveniently located to all community residents is one of the major tasks of a Community Plan. Theoretically, this job could be left to the laws of economics. However, past experience has shown that without the constraints of planning, commercial activity tends to develop along major transportation routes, creating serious community problems. These problems include:

- traffic hazards
- decreased traffic capacity of adjacent arterials
- inconvenience for shoppers, including inadequate parking
- deterioration of commercial areas to a blighted condition,
especially when competition with newer shopping centers occurs
- commercial blighting tends to promote surrounding blight

By locating a considerable amount of commercial land in shopping centers, the Elk Grove Community Plan hopes to avoid the problems listed above while providing sufficient commercial acreage to allow the market to determine future land values and, to some extent, future locations.

To accomplish these purposes, the plan emphasizes two general areas of activity; the older, downtown shopping area and new neighborhood shopping center locations. Existing commercial uses, projected needs and proposed commercial uses are shown on Table A-2 in the Appendix.

Listed below are the definitions of the commercial land use categories used in this plan. These commercial categories serve all but the regional type of shopping needs of the plan area. Regional type shopping needs are now and in the future to be met outside of the planning area.

Business and Professional (BP)

This category provides for professional and personal service-type business offices and incidental uses. Generally, these services complement one another and are, therefore, grouped together in a convenient area. Development standards require ample landscaping with provisions for buffering any adjoining residential uses. Although the plan designates several business and professional areas, these uses may locate in shopping centers or the downtown business area.

General Commercial (GC)

This category provides for general and heavy commercial uses such as laundry and dry cleaning plants, household moving and storage facilities, bakeries, retail lumber yards, and similar uses. In many cases, these districts reflect historical development patterns. Additional locational criteria include minimizing adverse effects on the surrounding environment and availability of safe, convenient access and the necessary level of public facilities and services.

Limited Commercial (LC)

This category is designed to accommodate a wide variety of retail goods and services in locations where individual small lots are appropriate. These districts are located primarily along major streets or in commercial subdivisions and provide a limitation on the types of uses and methods of development to insure compatibility with the surrounding environment.

ANALYSIS OF COMMERCIAL AREAS

The commercial acreage need for the plan area was determined by applying the County standards to the projected ultimate population holding capacity. This method indicates about 96 acres of commercial area will be needed at an ultimate holding capacity of about 24,000 people, excluding regional shopping requirements. The land use zone plan has a total of about 159 acres for commercial uses, some of which is nonusable because it is a portion of freeway or street right-of-way. A community develops slowly over a considerable period of time and may never reach the ultimate holding capacity. Thus, at any given point in time, 1995 for example, there should be ample designated land in excess to allow a flexibility in commercial locations. The plan, therefore, allows a reasonable degree of flexibility to individual commercial activities while providing guidance and direction to the total commercial community.

Most of the downtown area along Elk Grove Boulevard has been designated commercial. To help maintain the downtown business district, the plan recommends existing commercial establishments be allowed to vary from building setbacks and other requirements when or if Elk Grove Boulevard is widened. To encourage improvement of the district, most new commercial developments should be required to meet the revised downtown standards. Also, local merchants should be encouraged to provide parking areas for the convenience of downtown shoppers on a joint use basis. These are minimum recommendations for improving the downtown area. A more comprehensive plan for the downtown area is contained in the Appendix. No doubt, in the downtown area, many retail commercial uses will eventually give way to service uses such as banks, offices, and other personal services. Retail uses will locate in newer shopping centers as these develop in the area.

Within the Elk Grove urban area the plan has locations for four neighborhood shopping centers (from 5 to 8 acres). Additionally, the recommendation includes a considerable amount of commercial located on the east side of Highway 99 and Elk Grove Boulevard, recognition of the existing auto-oriented commercial on Highway 99 Frontage Road, and the downtown commercial district on both Elk Grove Boulevard and Elk Grove-Florin Road.

The remaining few commercial areas are scattered throughout the plan area. Some serve as neighborhood shopping centers, some reflect existing commercial activities, and some are designed to serve the general commercial needs of a sparsely populated agriculture area.

INDUSTRIAL

An adequate industrial base is the economic life blood of any well-balanced community. The Elk Grove Community Plan divides industrial uses into the following subcategories.

Industrial (M-1 and M-2)

This category accommodates all industrial uses consistent with a clean and healthy environment. The plan recommends about 664 acres of industrial land use.

Industrial Park

This category provides for uses similar to and including combinations of the following: light manufacturing, wholesaling, warehousing and service uses. Development standards and performance standards implemented through development plan approval require well-designed buildings with attractive landscaped frontages and large setbacks. The plan recommends about 319 acres for Industrial Park use, however, presently there is no IP zone and the M-1 zone is used for those lands designated Industrial Park.

Agricultural Industrial

Land uses that are designed to accommodate industrial uses that are primarily oriented toward agriculture are designated as Agricultural Industrial. On the Elk Grove Plan two existing uses, totaling about 81 acres, are considered appropriate for this designation. Agricultural Industrial may be located in agricultural areas and is considered, under certain conditions and on an individual basis, to be consistent with agricultural uses.

AIRPORT USE

There is one private general aviation airport in the plan area comprising about ten acres of runway and associated uses. The airport is located in an area recommended for permanent agricultural uses and the plan recognizes its continued use.

PARKS AND RECREATION

About 289 acres in the plan area are designed as parks and parkways. This is considered more than adequate to meet the recreational needs of the community at ultimate development. A full discussion of this land use category is contained in Chapter Five, Recreation, Open Space and Conservation.

Parkways are defined as linear or isolated areas intended to preserve the scenic amenities, natural habitat areas and to provide for the optional establishment of compatible recreational trail systems and facilities. These areas are generally located along water courses. Auto access should be prohibited except to emergency vehicles. Parking facilities should be located in carefully selected areas within or on the parkway perimeter. Improvements should be limited to those which are compatible with the existing environment, usually including riding, hiking or bicycle trails.

OTHER PUBLIC USES

Public uses such as schools, public utilities, freeway interchanges, and quasi-public uses such as churches, hospitals, and public buildings are provided for in this category. The plan recommends 245 acres for public uses. Suggested locations and other specific plans for these uses are contained in Chapter Six, Public Facilities.

Table A-4 in the Appendix is an Analysis of the Land Use Plan of the Elk Grove Community by data area. Data areas are outlined in Figure A-1.

LAND USE POLICIES

It shall be the policy of Sacramento County to:

Agricultural

1. Not allow Permanent Agricultural land to become fragmented by land division into units which are too small for economical agricultural use.
2. Protect existing agricultural uses from urban encroachment and encourage growth of agri-business.
3. Wherever possible, provide buffer areas between urban areas and agricultural areas.
4. Encourage supplemental agriculture by designating areas Agricultural Residential.
5. Encourage a mixture of parcel sizes in the Agricultural Residential areas to control the proliferation of septic tanks and keep residential densities low.
6. Recommend all areas served by septic tank systems, except those designated Permanent Agriculture, be placed in a septic tank maintenance district if and when created.

Residential

1. Preserve the rural character of the Elk Grove area.
2. Protect existing older homes as a valuable low cost housing resource.
3. Encourage the use of self-help housing projects to provide additional low cost housing.
4. Encourage the development and utilization to the extent possible of energy efficient housing.

Commercial

1. Encourage commercial land use that will prevent the expansion of strip commercial activities along major traffic arterials.
2. Encourage redevelopment or revitalization of the downtown commercial area by allowing specific development policies as set forth in the text.
3. Encourage service type businesses to locate in the downtown area of Elk Grove.
4. Encourage retail sales businesses to locate within shopping centers.

CHAPTER FOUR

TRANSPORTATION

Transportation includes all modes by which people and goods are moved from one place to another. To some extent, the transportation system of an area determines the physical structure of an urban area, the rate of urban growth, density and intensity of land use, and the economic viability of the community. In this plan, modes of transportation include cars, motorcycles, bicycles, trucks, public transit, horses, and walking.

DEFINITIONS

Major Streets and Highways

The network of streets over 60 feet in width and designed to facilitate the movement of traffic at varying volumes and speeds are referred to herein as major streets and highways. The word "street" as used in this plan includes freeways, expressways, thoroughfares, arterials, and local streets. The proposed major street and highway plan for the Elk Grove area is shown on Figure 4-1.

Freeways

Limited access, inter-urban streets designed to provide for continuous flow of large volumes of traffic are referred to as "freeways."

Expressways

Inter-community streets with limited access, divided four lanes, traffic lights, and frontage roads are known as expressways. Normally, these streets are 110 feet or more in width.

Thoroughfares and Major Arterials

Thoroughfares and major arterials are very similar. Thoroughfares are divided and have a normal width of 100 feet. Major arterials are not divided and have a normal width of 82 feet. Both are designed for four lanes, allow direct access, and do not require frontage roads. Generally, these streets collect traffic from residential streets and distribute it to expressways and freeways.

Local Streets

These streets, 40 to 60 feet wide, including sidewalks, curbs, and gutters, provide access to the major street system. Local streets are not shown on the Major Streets and Highways Plan.

CIRCULATION PROBLEMS

Major circulation problems in the plan area include inadequate grade crossings of the Southern Pacific Railroad, traffic congestion in the downtown area, and the lack of a major east-west traffic system through the entire area. The plan offers solutions to some of these problems. Others, however, can only be partially resolved.

The Elk Grove Boulevard downtown crossing of the Southern Pacific Railroad contributes to traffic congestion. Although an overcrossing cannot be justified at this time due to the lack of population east of the railroad and consequently the lack of traffic necessary to support this recommendation, the overcrossing is considered important for future consideration. The fact that the existing crossing is at grade level, that the location of existing commercial buildings makes an overcrossing unfeasible, and the lack of adequate parking all combine to create a traffic congestion problem. The plan recommends that Elk Grove Boulevard be widened to 84 feet and that on-street parking on this street be discontinued between Elk Grove-Florin Road and Derr Street some time in the near future.

POLICIES

It shall be the policy of Sacramento County to:

1. Eliminate on-street parking along Elk Grove Boulevard in the downtown Elk Grove commercial area when required by increasing traffic volumes.
2. Continue the policy of major street development to full standards as urbanization occurs in the area.
3. Consider providing off-street bikeways within the right-of-way of major arterials and expressways when constructed in the future.

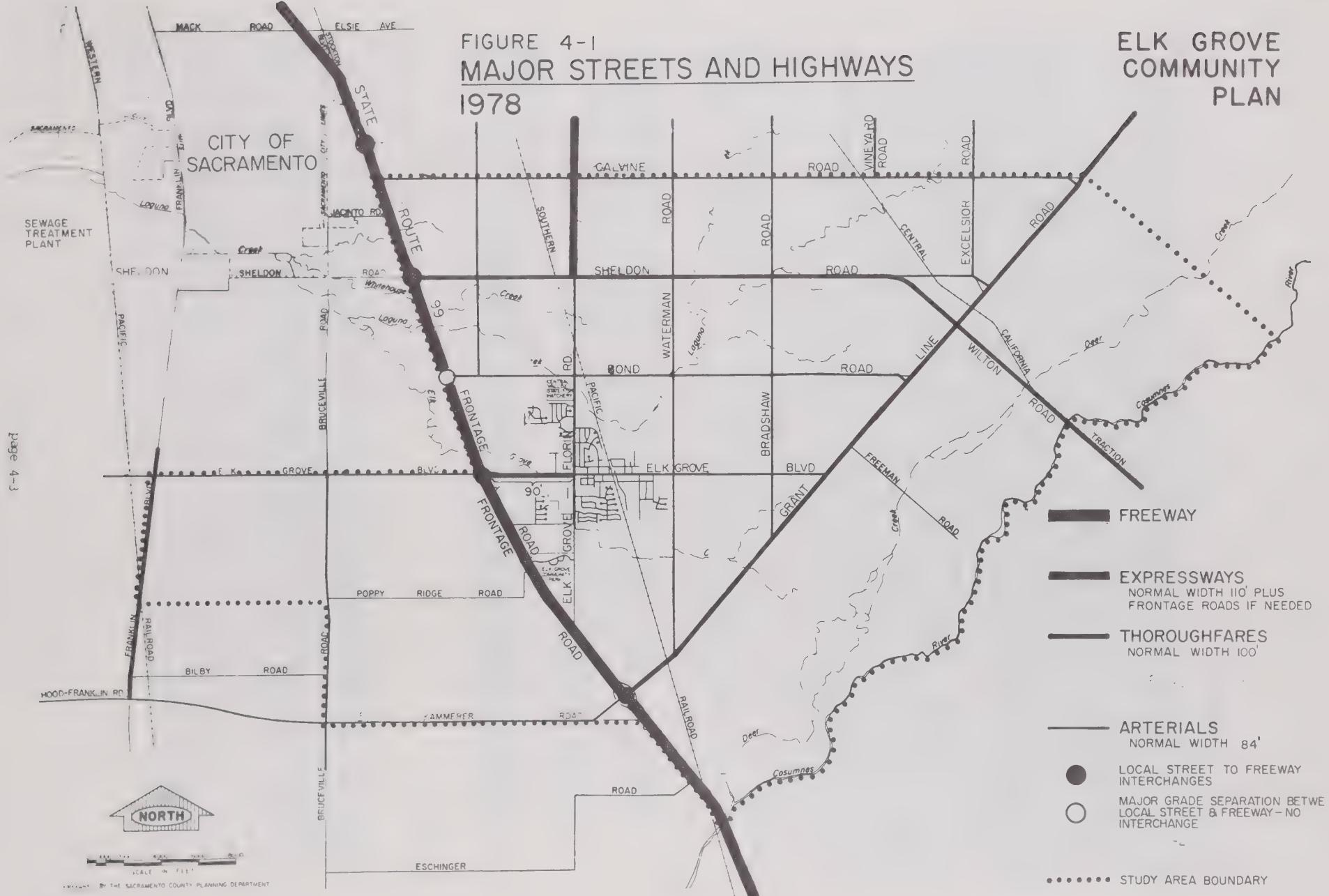
TRANSIT

The Sacramento Regional Transit District has a transit route between Elk Grove and Sacramento (Florin Center). In establishing schedules, two major transportation needs were considered, morning and evening commutes to and from work and transportation from Elk Grove to Cosumnes River College and to the major shopping area in Florin Center. The service is sufficient to meet present transportation needs of the plan area. However, as the area grows, an increase in transit services will obviously be required. The Sacramento Regional Transit District, aided by land uses recommended in this plan, should establish future routes and schedules that will meet the transit needs of the area residents.

ELK GROVE COMMUNITY PLAN

FIGURE 4-1
MAJOR STREETS AND HIGHWAYS
1978

Page 4-3



The environmental and economical advantages of public transit systems over the private automobile have been solidly established. Sacramento County can encourage the use of transit systems by developing planning policies that recognize the role of transit in the total transportation system. For example, subdivision street patterns should be designed to minimize the walking distance to major streets and residential collector streets (the most probable bus route). Major streets should have sufficient areas for bus stops and new shopping centers should provide park-and-ride facilities where appropriate. In other words, community planning should emphasize the advantages of transit system of travel rather than the private automobile as is generally the present situation.

POLICIES

It shall be the policy of Sacramento County to:

1. Support the Sacramento Regional Transit District's Transit Plan and program.
2. Require land use development patterns which will encourage the use of transit systems.
3. Require new developments to include transit conveniences such as pedestrian walkways to bus stops and major traffic arterials, and the provision of sufficient cross streets to minimize walking distances.
4. Recognize the importance of transit systems to the total transportation needs by supporting local or state legislation that permits the allocation of an adequate portion of the transportation funds for transit systems.
5. Encourage the use of bicycle park-and-lock facilities at major bus stops.

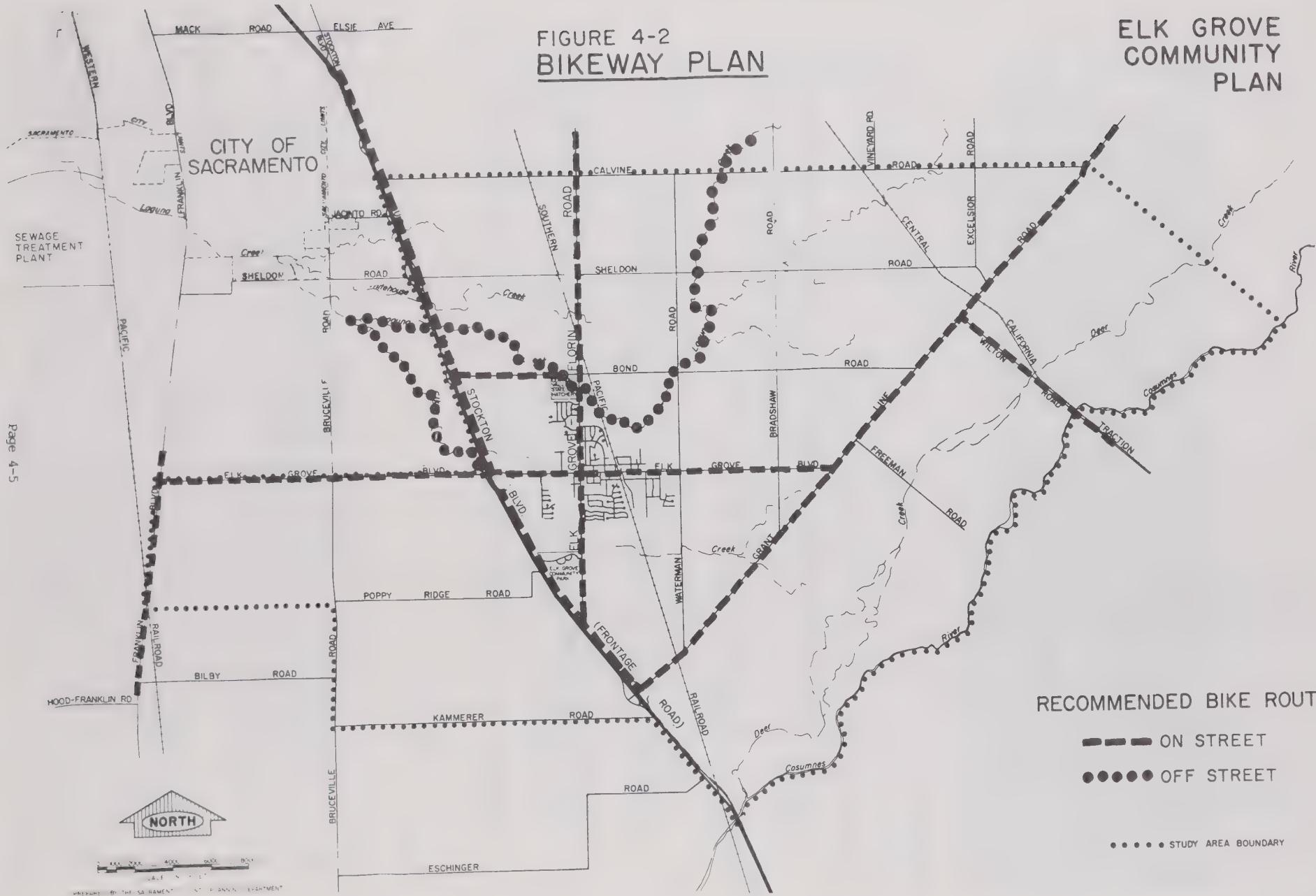
BIKEWAYS AND PATHWAYS

Increasingly, the bicycle is being recognized as a viable mode of transportation. In recognition of this fact, a joint Sacramento City-County Bikeway Task Force has developed a bikeway master plan for both the City and the County. The Elk Grove Bikeway Plan, shown on Figure 4-2, is an integral part of this master plan, harmonizing the Elk Grove area with both Sacramento County and the City of Sacramento.

In the plan area, bikeway routes are recommended along streams, rights-of-way, roads, and other logical areas to provide both recreational and utilitarian uses. Generally, these routes have been designed to connect schools, parks, and other public gathering places with local residential areas as well as access to areas outside the plan area. It is recommended that routes along existing streets be established as soon as possible. Routes along streams, etcetera, should be developed as the respective area urbanizes. By following this procedure, an intermediate system can become functional and a complete system will mature as the plan area develops.

ELK GROVE COMMUNITY PLAN

FIGURE 4-2
BIKEWAY PLAN



OTHER PATHWAYS

The Elk Grove Community Plan provides for equestrian and pedestrian pathways both as an alternative mode of transportaiton and for recreational uses.

A parkway is planned along Laguna Creek from Highway 99 to the recommended park site at the southwest corner of Waterman Road and Bond. Since this park site is planned to be oriented toward equestrian activities, the parkway system should provide for equestrian as well as bicycle and pedestrian trails. The recommended park site was formerly a dump site and is recommended to be converted to a community park.

Additionally, planned development of the South Fork, Laguna Creek provides sufficient space for pedestrian and bicycle paths. These trailways, when developed, will provide Elk Grove considerable recreational space as well as opportunities for alternative modes of transportation.

It should be further noted in the discussion of bikeways, equestrian and pedestrian pathways that recreational trails will be encouraged as part of the proposed Army Corps of Engineers' Morrison Creek project or on any modification to be constructed along Laguna Creek to the Southern Pacific Railroad. This would be part of a trail system extending from the proposed Vineyard Reservoir site to the Beach-Stone Lakes area. The Federal government may share in the cost of construction of these recreational trails along with local interests.

POLICIES

It shall be the policy of Sacramento County to:

1. Implement a bikeway master plan which includes the Elk Grove Bikeway Plan.
2. Encourage immediate establishment of bikeway routes along existing streets as indicated on the Elk Grove Bikeway Plan.
3. Provide for a system of bikeways along streams as shown on the Elk Grove Bikeway Plan.
4. Require development along streams shown as bikeways on this plan to dedicate sufficient open space areas for bicycle paths and other pathways.
5. Work with the State of California to develop an overcrossing of Highway 99 at Laguna Creek for pedestrians, bicyclists, and equestrians.

NOISE

The generation of noise has a definite influence on land uses in the community planning process. Ideally, plans should minimize incompatible land uses in areas of excessive noise levels. Although the ideal is not always possible, every effort should be made to protect area residents from excessive noise. The Elk Grove Community Plan recommends procedures that will, to some extent, minimize the effect of noise on area residents.

Noise can be defined as unwanted sound. What is noise to one person may be music to another. As used in this plan, noise will be considered only in quantitative terms - measurable units called decibels. A sound meter is used to measure noise levels in decibels. There are a number of scales on most sound meters, but the one most duplicating the range of the human ear is the A scale. Decibels measured on this scale are referred to as "dBA."

In order to measure large increases in noise, sound scales are logarithmic. This means that 80 dB is ten times as loud as 70 dB, and one hundred times as loud as 60 dB. For a rule of thumb, double the noise energy for each increase of 3 dB.

While the effects of noise cannot be measured in quantitative terms, several studies have indicated broad criteria for desirable conditions. The Environmental Protection Agency has defined typical residential areas in terms of noise. A "normal suburban residential" area has an average ambient noise level of about 38 dBA. A "noisy urban residential" area has a residual noise level of about 53 dBA. Other studies have indicated that any noise above 40 dBA interferes with sleep.

There are, however, specific activities for which noise standards have been developed. The U.S. Air Force recommends ear defenders when personnel are exposed to 85 dBA. The California Vehicle Code limits any vehicle to 82 dBA, traveling at 35 miles per hour and measured from a distance of 50 feet. In response to noise around airports, the California Department of Aeronautics has established standards of 65 dBA on a Community Noise Equivalent Level (CNEL) scale as the maximum allowable in residential areas.

There are two major noise sources in the plan area; Highway 99 and the Southern Pacific Railroad. The California Division of Highways developed charts showing typical truck noise at specific distance. (See Figure 4-3.) Using information from this Table, typical noise level contours for a section of Highway 99 were developed and plotted on Figure 4-4. These contours represent noise levels from a typical heavy diesel truck. Two or more trucks on the highway close together would raise the noise level 3 or 4 decibels. Noise level contours are based on a flat section of road. Elevating or depressing the road bed could reduce the noise level considerably. Erecting noise barriers along the highway would also attenuate the noise level. Using the 65 dBA (CNEL) contour as the maximum acceptable noise level for residential areas, considerable portions of the plan adjacent to Highway 99 are not suited for residential development.

The plan designates most of the land along the Southern Pacific Railroad for Industrial and Agricultural Residential uses. The remaining area along the railroads in the urban area is presently almost fully developed in residential use on the west side. The plan calls for a mixture of low density residential and commercial uses on the east side. Thus, the noise impact from the railroad is kept to a minimum.

Sacramento County has developed a Noise Element for the General Plan. Recommendations contained in this element have jurisdiction over the Elk Grove Community Plan area. The following excerpts from the General Plan Noise Element address land use alternatives along freeways.

Freeway Measures

Freeway noise affects more people on a more continuous basis than any other noise source. Railroad line operations produce intermittent impact, and yard operations are relatively localized. Airports have a severe impact on those people living nearby, and even those who live nowhere near airports are subject to aircraft flyovers. Nonetheless, nothing beats a freeway for continuous obnoxiousness affecting very large numbers of people.

Several of the measures in the element have potential impact for freeway noise. It should be noted that the State now builds noise walls or takes other measures if a new freeway is built through existing residential areas. Of course, this does not solve the problem of new development adjacent to existing freeways.

The element includes an alternative approach which is not freeway-specific but which would provide protection inside dwellings. This only addresses the problem for new development and does not improve the situation outside.

The following discussion could be considered an expansion of measures contained in the element to explicitly address freeways.

- A. Insofar as possible, residential areas should be discouraged adjacent to freeways. Preferential uses along freeways should be agricultural, industrial, and so forth, ranging down through recreational areas and commercial areas, with residential areas, school and churches and so on least preferred. Clearly, however, we cannot line freeways with "strip industrial."
- B. If residential development must take place adjacent to freeways, several different approaches may be considered.
 - 1. Large-lot, single family development reduces the number of people impacted by noise.
 - 2. Multiple-family development allows noise insulation at a relatively lower cost per unit. In addition, there may be potential for buffering of activity areas by the buildings themselves.
 - 3. Very deep lots could be required for any residential development. If a lot abutting a freeway were 250' to 300', permitting the dwelling to be at least 200' from the freeway, the noise impact could be substantially reduced.

4. Finally, effective sound barriers could be required for new development adjacent to existing freeways. Under proper conditions noise attenuation of 6 to 10 dB can be achieved.

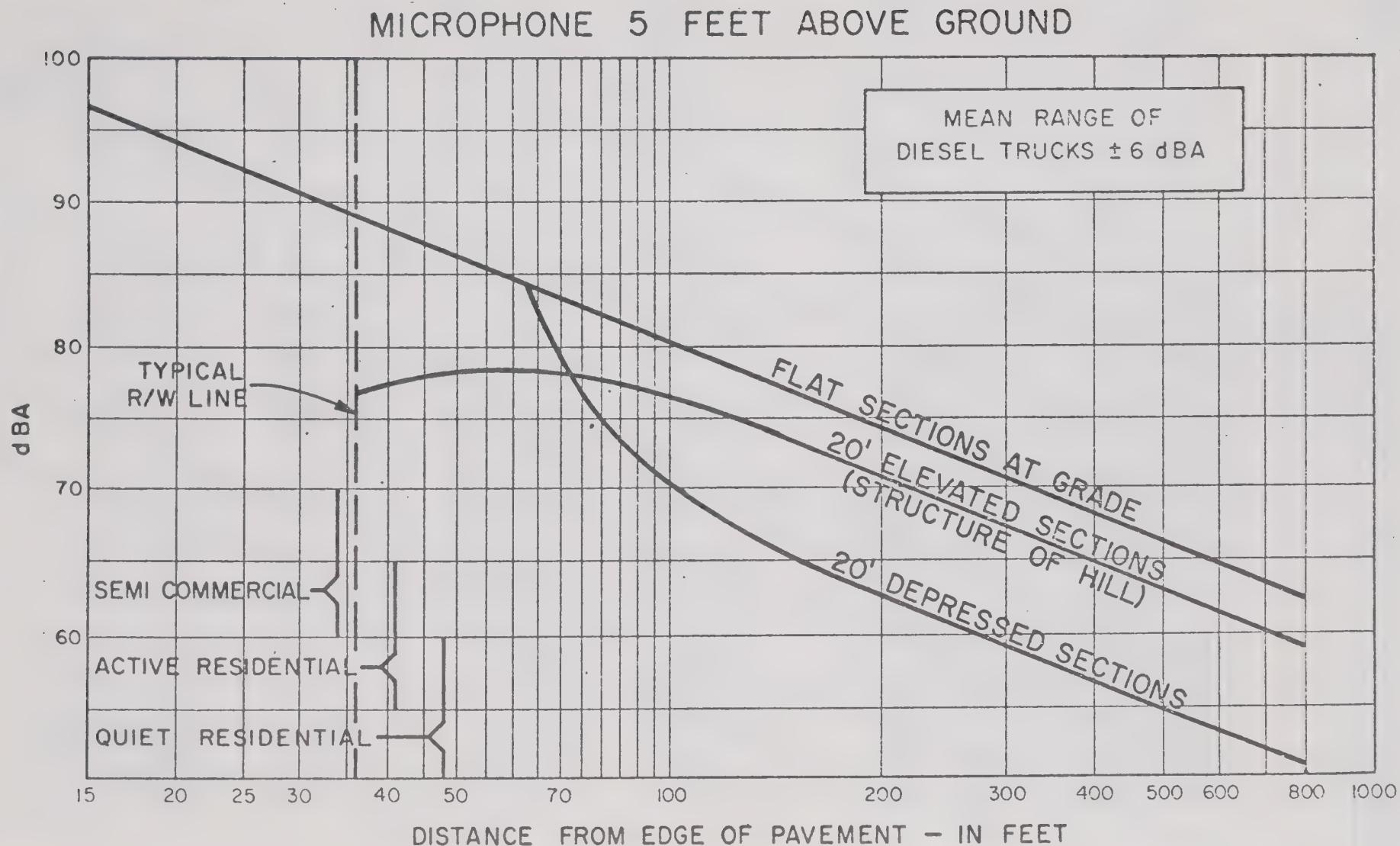
POLICIES

It shall be the policy of Sacramento County to:

1. Require that a noise evaluation be considered in all environmental impact reports.
2. Implement policies contained in the General Plan Noise Element.

FIGURE 4-3
TYPICAL TRUCK NOISE VERSUS DISTANCE
FROM 3 BASIC FREEWAY DESIGNS

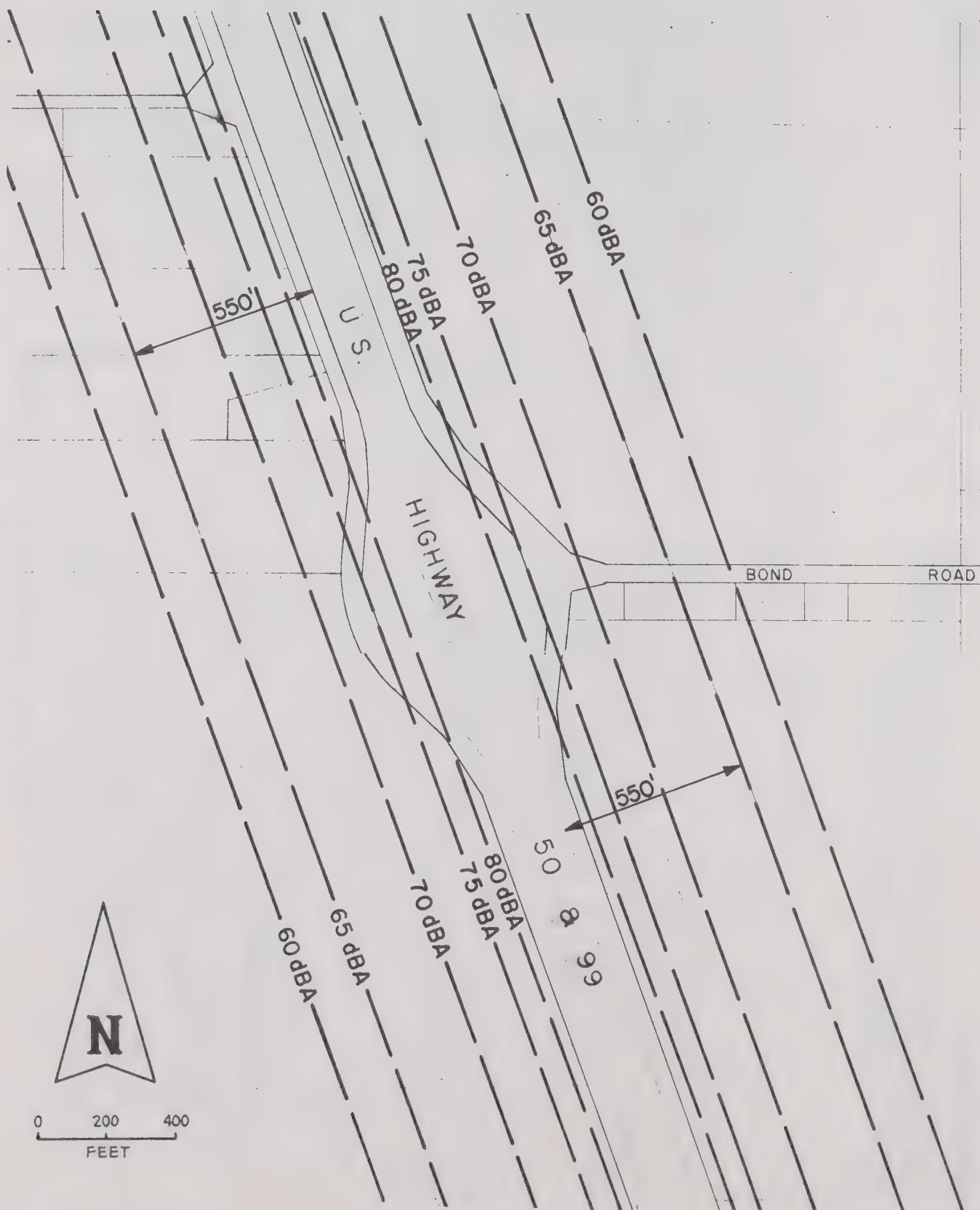
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COMMUNITY
PLAN



SOURCE: STATE DIVISION OF HIGHWAYS

FIGURE 4-4
TYPICAL NOISE LEVEL CONTOURS

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CHAPTER FIVE

RECREATION, OPEN SPACE, AND CONSERVATION

In the past, the Elk Grove Community area has been very fortunate in having an abundance and variety of recreational areas and open space. Furthermore, in town meetings and on questionnaires sent to them, a vast majority of the plan area residents indicated a desire to keep Elk Grove a small rural town surrounded by a maximum amount of open space. A major emphasis of the Community Plan is the protection of these open space and recreational areas for the enjoyment of future generations. Acquisition and maintenance of recreational and open space areas is a difficult and long term job. Since there are so many types of open space, desirable levels of all types can be very costly. Further, money to support some of these programs comes directly from the taxpayers, and thus is subject to taxpayer's resentment over increased governmental spending. These difficulties, however, should not deter an all-out effort to preserve a maximum amount of open space since the benefits from this land use are so important to the general community and are for future as well as present residents.

PURPOSES OF OPEN SPACE

Benefits of open space range from ethereal to the practical. Psychological and social stress, due to overcrowding in urban areas, can be reduced with adequate open space. Open space serves basic human needs and can provide psychic and social relief from the crowded, tangled, jarring, and often monotonous urban life.

Open space also acts as a control on overdevelopment. Overburdening the ability of the land to provide natural services and resources - developing it beyond its carrying capacity - is dangerous and can lead to a deterioration of the quality of life in a community. By retaining adequate open space, the Elk Grove community can develop a larger urban area and still keep a quality of life that offers relief from the stress of urbanization.

Open space also allows a natural recharge of the groundwater supply. Urbanization not only can destroy these recharge areas, it also increases the storm water runoff rate and places greater demands upon the groundwater supply. The generalized effect of urbanization on groundwater recharge is shown in Table 5-1. The specific effects of urbanization in the plan area are shown in Table 5-2. Specific sectors of Sacramento County referred to in this table are shown on Figure 5-1.

All information available indicates that the groundwater level in the Elk Grove area has been decreasing at the rate of about 1-1/2 feet per year over the past several years. (See Chapter VI, Water Supply.) Since urbanization tends to speed up the decrease in groundwater levels, the situation in Elk Grove can only get worse unless some measures are taken. Preservation of very low density areas or open space is one of several methods of dealing with this problem.

Evidence from recent studies indicates that open space and vegetation act as a sink or depository for air pollution. Both the soil and vegetation absorb pollution and clean the air. Figure 5-2 shows the tremendous ability of open space to absorb pollution and emphasizes the need for open space along major traffic routes such as highways and freeways.

Urbanization is often uneconomical over the long run. Although urbanization does increase the tax base of an area, this increase is often more than offset by the cost of services over an extended period of time. This is especially true of productive agricultural land since this land use generates considerable tax revenues but requires very little government services. It is important, therefore, that good agricultural lands be kept in open space and that marginal land convert to urban use only when services are available and a real need has been demonstrated.

OPEN SPACE CONSERVATION

As mentioned earlier, preservation, acquisition, and maintenance of open space is often a very difficult job. However, in an area such as Elk Grove that has a considerable amount of existing open space, the task is primarily a matter of keeping an amount considered desirable for the community. Several simple and straightforward methods of accomplishing this are available.

Controlling land use by the zoning process is the most frequently used method of preserving open space. The Elk Grove Community Plan designates considerable land as permanent agriculture. This has a dual purpose of protecting the important agri-business as well as preserving a vast amount of open space. A great deal of the plan area is also designated Agricultural-Residential with a minimum lot size of five acres. The plan also shows a small amount of land in half and one-acre parcels. Although these types of open space do not have public access, they do serve as restraints on urbanization and decrease the per capita amount of public open space needed.

Although much more complex, Laguna Creek offers an excellent opportunity to preserve open space. Leaving all or part of this floodplain area in open space would not only serve several purposes listed above, but would have many other benefits for the Elk Grove community. An analysis of residents' desires as expressed in town meetings and on questionnaires mailed to all property owners indicates most people responding who live in the area want Elk Grove to remain a small rural area. Leaving the Laguna Creek area in open space categories would contribute considerably to satisfying these expressed desires.

The Elk Grove Community Plan places much of Laguna Creek in the parkway and a large part of the land north of Elk Grove in Agricultural-Residential 5. This would partially meet the desires of Elk Grove residents for open space separation from Sacramento and preserve a considerable amount of open space.

There are two major problems with a trail system along Laguna Creek and the south fork; getting the trail system established and maintaining the system, once established. It should be noted that along Laguna Creek the Corps of Engineers includes a trailway system in its stream improvement program. That part of the trail system in the Agricultural-Residential category should be developed by the Federal government and County if a project or stream modification is done, since the parcel size would probably prohibit private dedication

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TABLE 5-1

EFFECTS OF URBANIZATION
ON GROUNDWATER RECHARGE

	Natural State	Typical Urbanized Area
Evaporation	40%	30%
Runoff	10%	50%
Shallow Infiltration	25%	12%
Deep Infiltration	25%	8%

Source: Urban Land Magazine, September 1972.

TABLE 5-2

URBAN VS. IRRIGATED PASTURE
WATER LOSS IN PLAN AREA

Land Use	Sector	Percolation Acre-Ft./Yr.	Water Requirement in Acre-Ft./Yr.	Net Loss Acre-Ft./Yr.
Urban Pasture	S.W.	0.14	3.88	3.74
		0.69	3.2	2.51
Urban Pasture	S.E.	0.39	3.88	3.49
		1.23	3.2	1.97

Water requirement is based on 340 gpcd or minimum of 3.3 acre-feet/year
 $340 \text{ gpcd} \times 1\text{-acre } 3 \text{ units/acre} \times 3.4 \text{ per unit} = 3.88 \text{ acre-feet/year.}$

Source: State of California, Department of Water Resources and County of Sacramento, Bulletin No. 118.3, "Evaluation of Groundwater Resources: Sacramento County," July, 1974.

FIGURE 5-1
SECTORS FOR DEEP
PERCOLATION VALUES

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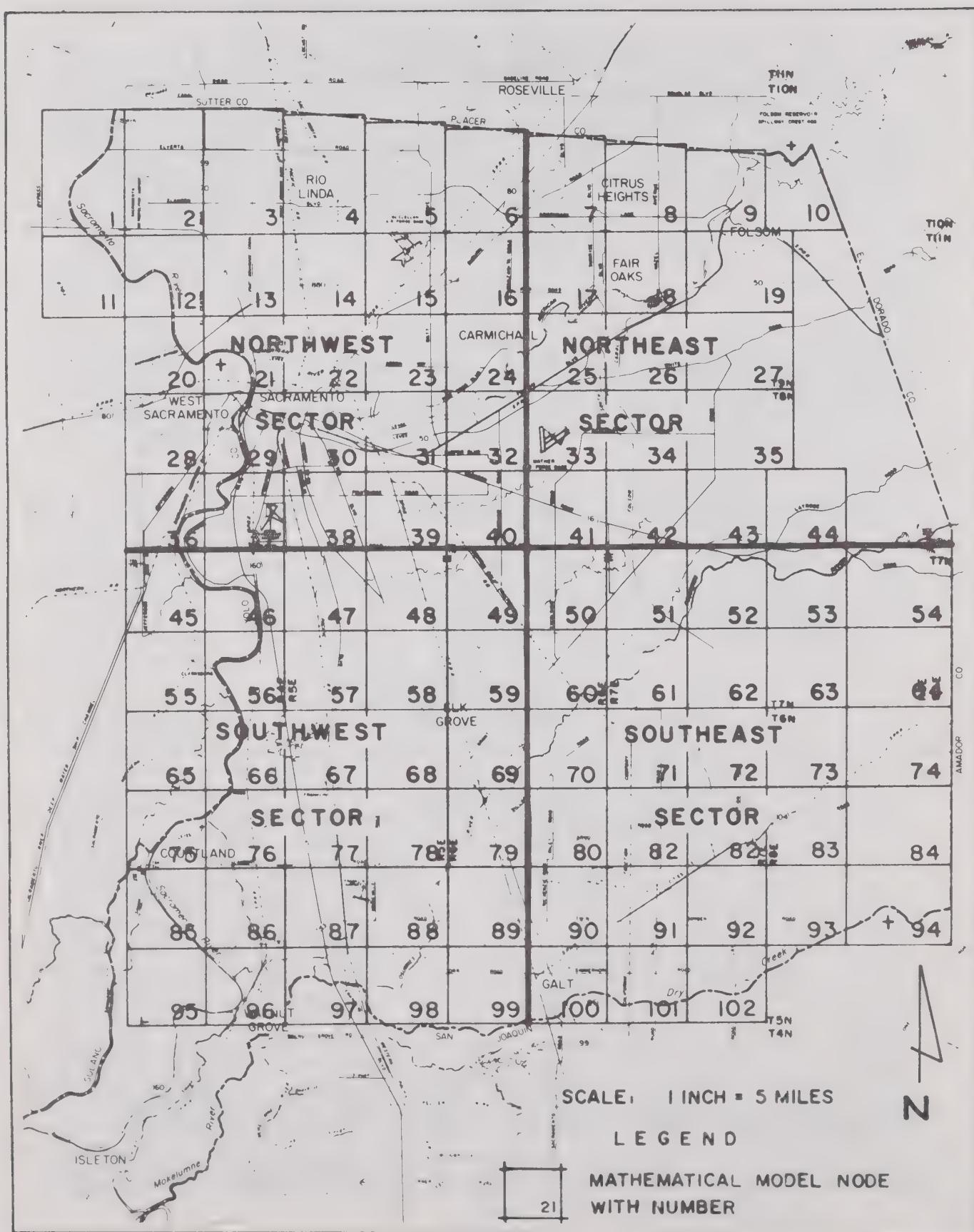
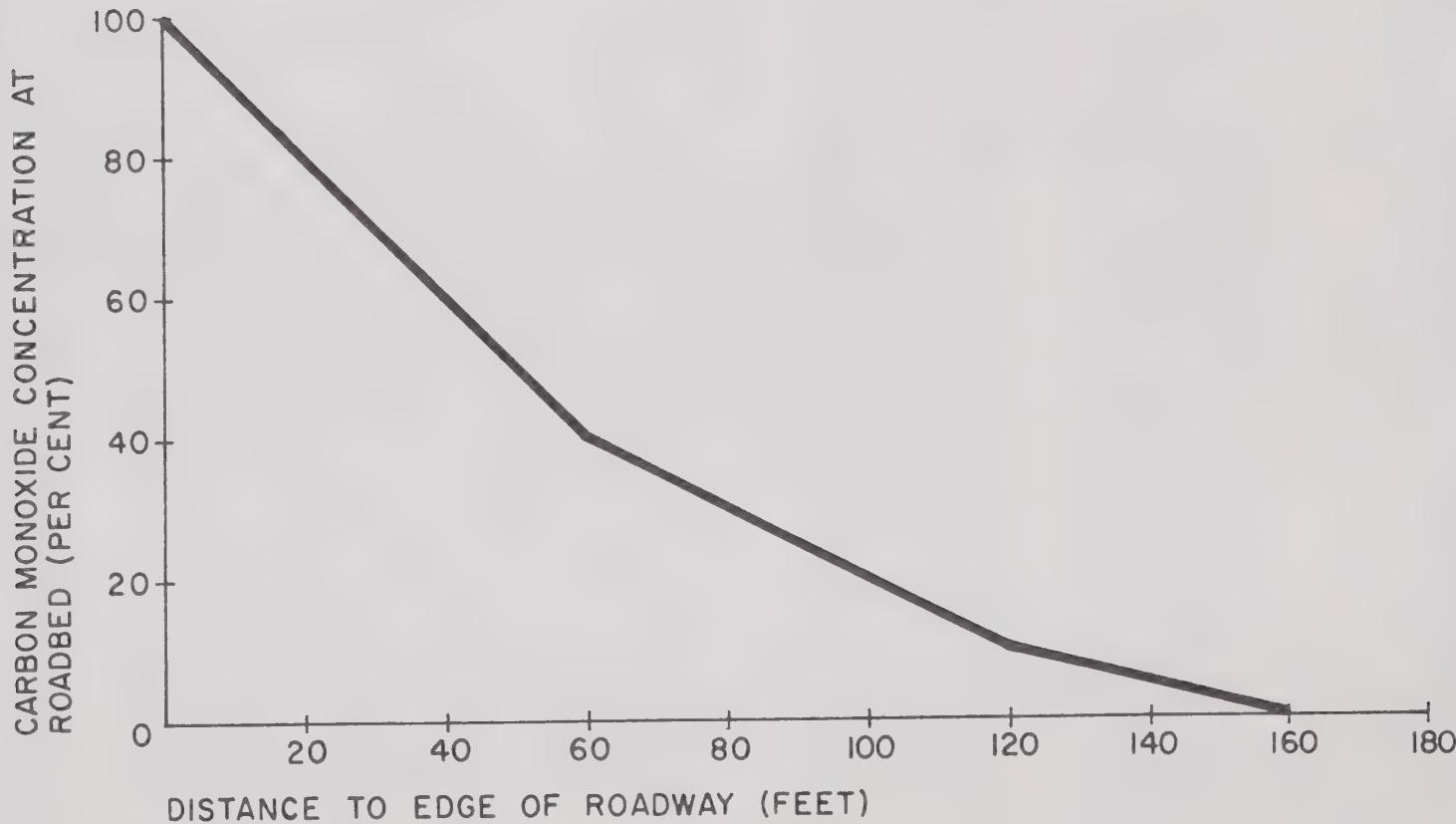


FIGURE 5-2
OPEN SPACE ABSORBTION OF
CARBON MONOXIDE

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PLAN



SOURCE: THE BENEFITS OF OPEN SPACE IN URBAN AREAS
INTERDISCIPLINARY SYSTEMS GROUP
UNIVERSITY OF CALIFORNIA, DAVIS

and/or development. The County Public Works Department will establish maintenance roads along the South Fork as part of its improvement program. These maintenance roads could also serve as pedestrian and bicycle trails. Since the trailways shown on the plan should eventually extend west of Highway 99 to the Sacramento metropolitan area, the Elk Grove trailways should eventually become a part of an integrated City-County trailway system that would be maintained by both Sacramento City and County.

Several locations in the Plan are designated as natural resource areas, see Figure 5-4. These natural areas are defined as lands where the natural character of the area, in terms of topography, soil conditions, vegetation, wildlife, or other natural values should be protected. Within the Cosumnes River and Deer Creek Basin, these areas have been identified in the Cosumnes River Basin Resources Study by Jones & Stokes Associates, Inc. These areas include hardwood forests, riparian vegetation, wetlands, oak woodlands, and grasslands. Since all of these natural areas in the Cosumnes River Basin are private property, preservation is very difficult. One way to insure their preservation is through condemnation and purchase by the County. However, since the areas are relatively inaccessible to the general public and because of the cost, this method of preservation does not appear feasible. One practical method of providing at least partial protection is by placing the Cosumnes River Basin in the Permanent Agriculture land use category. These areas have existed in a farming environment for a long period of time for a variety of reasons. With a few exceptions, these reasons should remain valid for the life of the plan. An alternative to this preservation method may be for the County to establish a Natural Resource Conservation Zoning District as recommended by the aforementioned Cosumnes River Study. This is described on page 106 of the Final Report.

"the zoning district would specify natural preserves, hunting and grazing as permitted uses, and recreation, agriculture and timber harvesting as conditional uses subject to permit procedures. All agricultural activities involving the removal of vegetation or the alteration of natural surface features would be subject to conditional use permits. These should be reviewed to ascertain that they are consistent with County policies to protect natural areas within the Cosumnes River Basin."

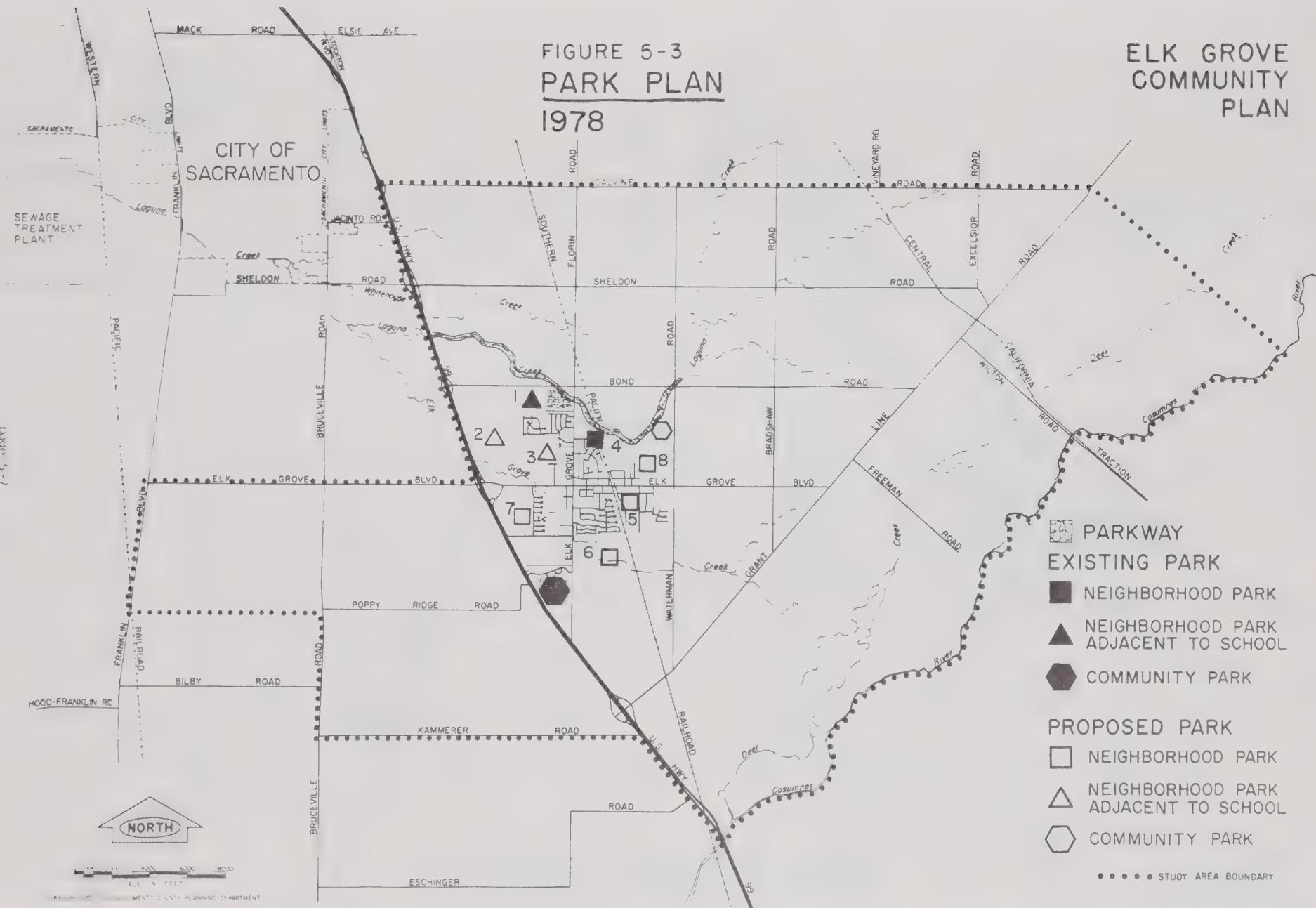
Finally, the State Fish Hatchery serves the community as both open space and recreation. Two large overflow ponds and Laguna Creek which traverses the area are used extensively for fishing. Vegetation and trails throughout the area provide a wilderness-like setting for non-organized recreational activities. Sacramento County should strongly urge the State to continue operating this valuable open space area in its present condition.

PARK PLAN

The principal developed park in the plan area is the 125-acre Elk Grove Regional Park which is maintained mostly by Sacramento County and used by residents throughout the South Sacramento area. The Elk Grove Park District owns and operates a youth center in the park. The Elk Grove Park District

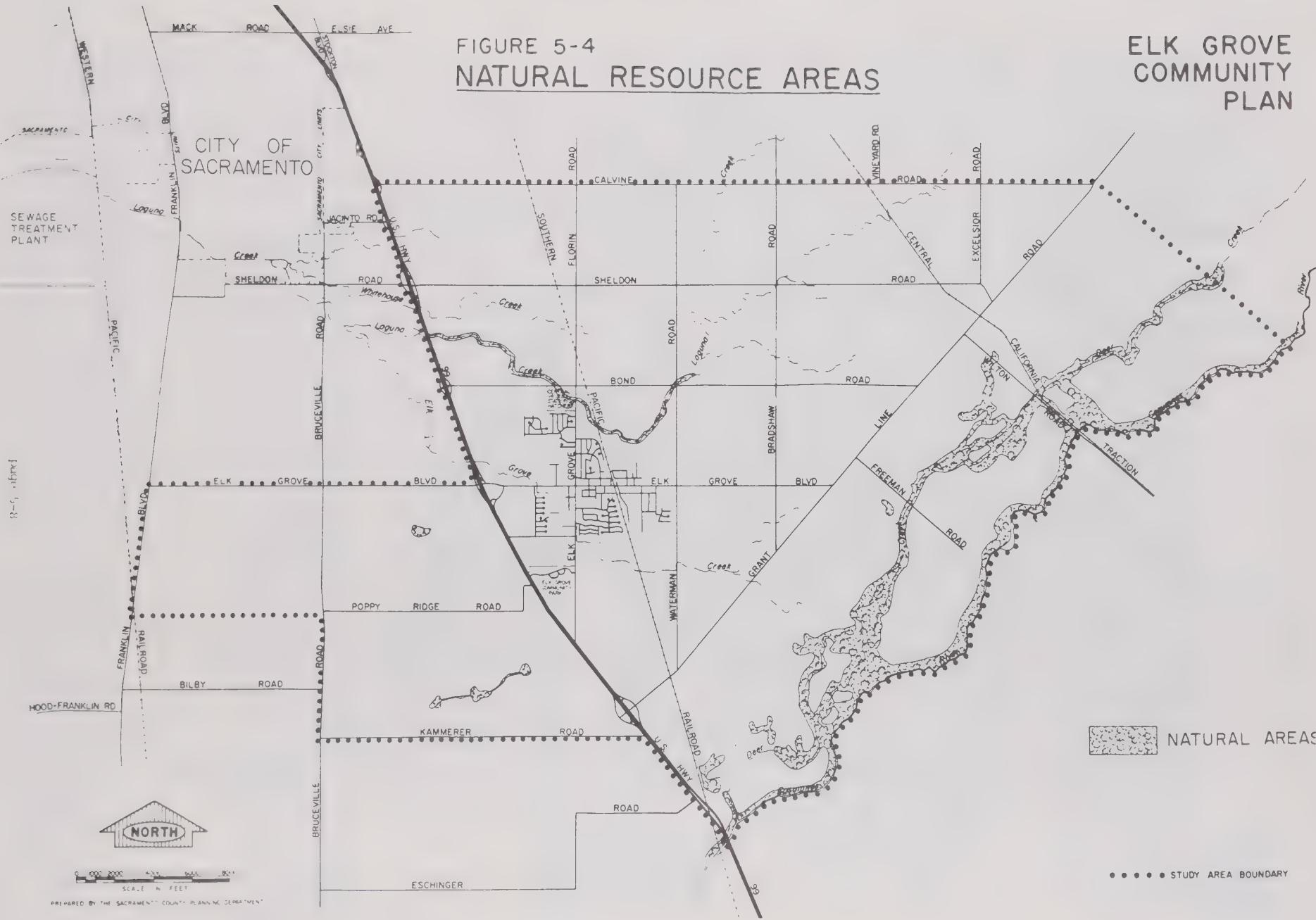
ELK GROVE COMMUNITY PLAN

FIGURE 5-3
PARK PLAN
1978



ELK GROVE COMMUNITY PLAN

FIGURE 5-4
NATURAL RESOURCE AREAS



ELK GROVE
COMMUNITY
PLAN

TABLE 5-3

NEIGHBORHOOD PARK PLAN¹
URBAN AREA

**Area Designation	Acres Adjoining School Site	Acres on Separate Site	Total
1. McKee School	2.35*		2.35
2.	10.17		10.17
3. Kerr School	3.7		3.7
4.		2*	2
5.		1	1
6.	6.6		6.6
7. Old borrow pit site		4.37	4.37
8.		5	5
TOTAL	22.82	12.37	35.19

¹ See Elk Grove Recreation and Park District Master Plan 1978-1988.

* Indicates existing park site.

** Numbers correspond to numbers on Park Plan, Figure 5-3.

also owns two small park sites of about 1.3 and 2.3 acres which are not developed. Sacramento County park standards suggest a community park (40 to 60 acres) for every 25,000 to 30,000 people. There should also be a neighborhood park (7 to 8 acres) for each 3,500 to 4,000 people. Neighborhood park needs for the plan are shown in the Elk Grove Recreation and Park District Master Plan 1978-1988.

Neighborhood parks should be located central to the neighborhood they serve and within walking distance of neighborhood children. Ideally, these parks should be located adjacent to elementary school sites in order to take advantage of the joint use of equipment and lands. [Using these standards and considerations, the Elk Grove Park Plan was developed and is illustrated on Figure 5-3, and Table 5-3.] Sites shown in this plan are generalized locations. The Park District should determine the actual park location as described by the Master Plan.

The Park Plan recommends one community sized park for the study area, located at the site of an existing sanitary land fill. This park is to be equestrian oriented and located on the Laguna Creek Trailway. The proposed size is about 35 acres and its improvements would include riding areas, stables, areas for rodeos, etc.

POLICIES

In order to meet the goals and needs of the community for recreation, open space, and conservation, it is the policy of the Board of Supervisors to:

1. Maintain open space land uses between the Sacramento metropolitan area and the town of Elk Grove.
2. Protect and preserve the natural resource areas as designated in the plan.
3. Encourage the acquisition of the proposed neighborhood park sites by the Elk Grove Recreation and Park District in advance of residential development.
4. Protect areas designated Permanent Agricultural from all non-compatible uses.
5. Encourage the Elk Grove Recreation and Park District to implement the District Master Plan.
6. Encourage the State of California to continue to operate at its present location the warm-water Fish Hatchery.
7. Encourage development of recreational facilities for all segments of the population, such as the proposed equestrian oriented community park, Laguna Creek trailway system, bikeways, etc.
8. Encourage the Elk Grove School District and Elk Grove Recreation and Park District to continue their policy of cooperation and coordination in elementary school and neighborhood park site locations.

9. Encourage the placement of additional lands under Williamson Act, Land Conservation Agreements.
10. Protect the potential or existing aquifer recharge ability of Cosumnes River and Deer Creek through land use planning and development procedures that emphasize limited development or retention of natural areas.
11. Encourage all urban development to be designed in a manner which is compatible with the existing natural environment and which will cause a minimum of disruption to the habitat, especially in the natural resource areas.

CHAPTER SIX

PUBLIC FACILITIES

The group of services essential to the continued functioning of a community is referred to in this report as public facilities. These services include water supply, liquid waste disposal, drainage facilities, schools, libraries, public protection, and utilities. This report identifies in a summary fashion the existing facilities, defines problems, and recommends solutions to these problems.

WATER SUPPLY

The source of future water supply for the Elk Grove plan area is of primary concern. Presently, the entire area uses water from private or public wells. This process has resulted in a continuous decrease in the groundwater level, and to some extent, a decrease in water quality. Recent changes in groundwater levels between 1962 and 1968 are shown on Figure 6-1. Long-range changes are shown on Figure 6-3. Well 6N/5E-10GI is located just west of the town of Elk Grove. Both these figures show that the groundwater level in the Elk Grove area has been decreasing at a rate of about 1-1/2 feet per year for a considerable length of time. The water level in wells supplying water to the Elk Grove School District has also been decreasing at the rate indicated in these figures. Although the depth of water bearing soil in the plan area is estimated to be in excess of 1,000 feet, the continuing overdraft can result in serious problems.

Both wells supplying water to the Valley High Country Club subdivision, located just outside the plan area, have serious quality problems. Several isolated wells in the plan area have also been reported as below average in water quality. Although it is impossible to know in advance the precise effect of overdraft on water quality, it is a reasonable assumption that continued lowering of the water table will probably have adverse effects on water quality.

The economic effects of overdraft are predictable. As the water table drops, new wells must be deeper to provide an adequate water supply. This not only results in more expenses for well drilling, but also requires heavier and more expensive equipment to lift the water a greater distance. Further, this heavier equipment uses more energy to supply a given amount of water. Existing wells would also be affected by the lowering water level. Several wells in the area have gone dry during the summer and, as the water level continues to drop, many more can be expected to do the same. These wells must be re-drilled to a greater depth at an additional expense, or a new well must be drilled. In either case, new pumping equipment must be purchased sooner or later. The total expense for water supply can, for even a small parcel, be considerable.

There are two methods available whereby this overdraft condition can be halted, or even reversed. The first method, which is essentially a short-term solution, is to increase the groundwater recharge rate. The plan recommends that water from the Folsom South Canal be released down Cosumnes River during summer months. Since Cosumnes River has been identified as an

FIGURE 6-1
CONTOURS OF EQUAL CHANGE IN
GROUND WATER LEVELS - SPRING 1962-SPRING 1968

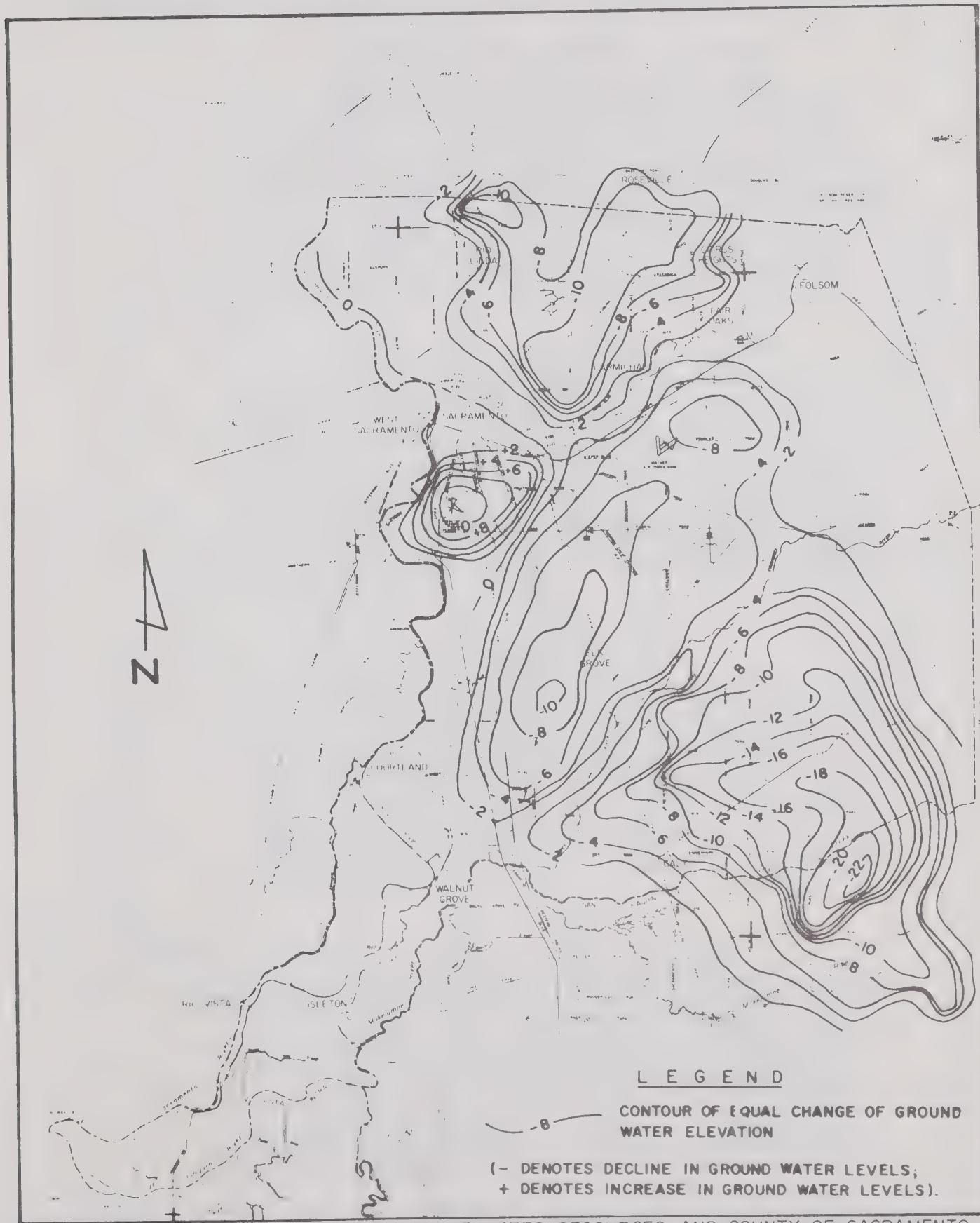


FIGURE 6-2

CONTOURS OF EQUAL ELEVATION
OF GROUND WATER - SPRING 1968

ELK GROVE
COMMUNITY
PLAN

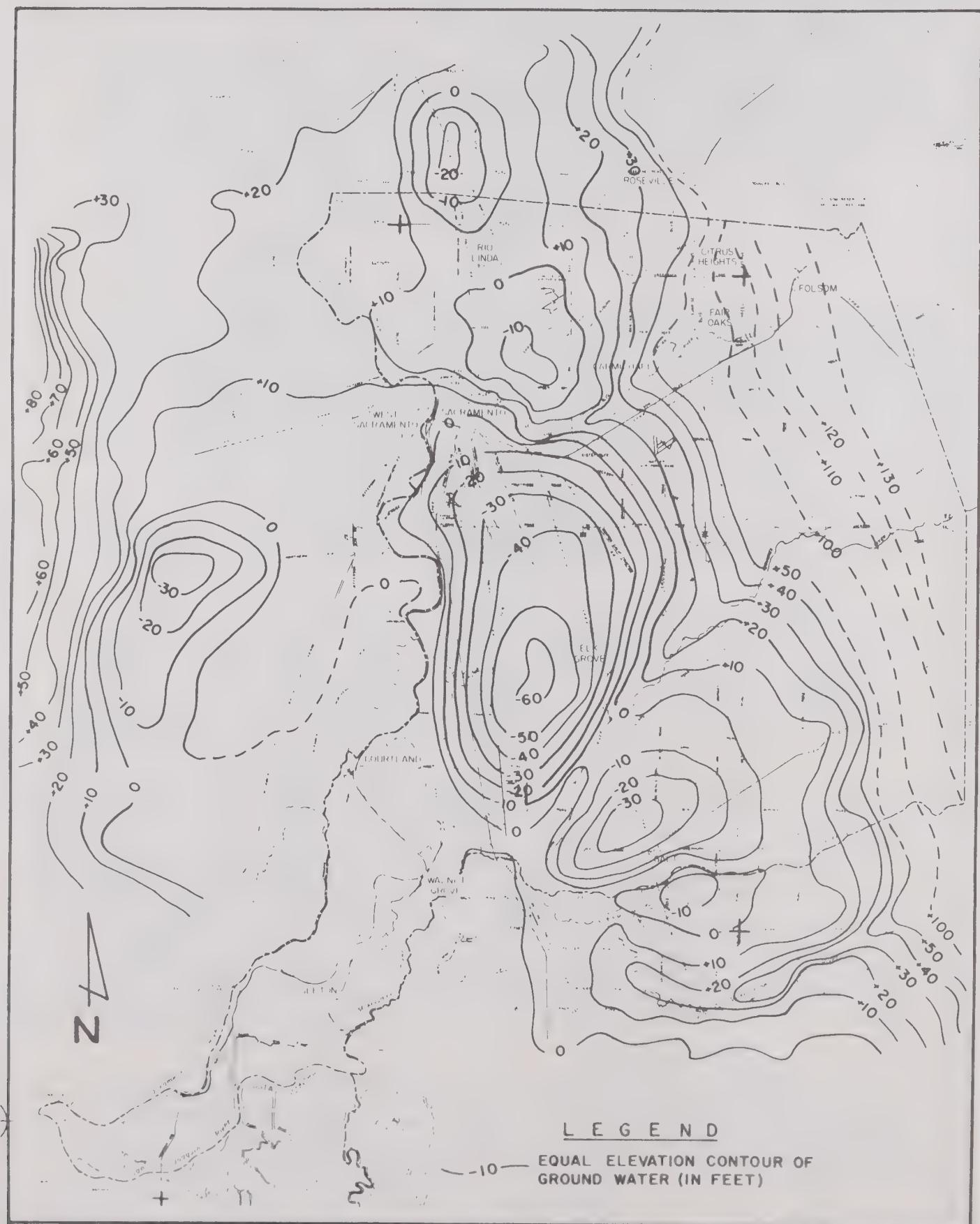


FIGURE 6-3

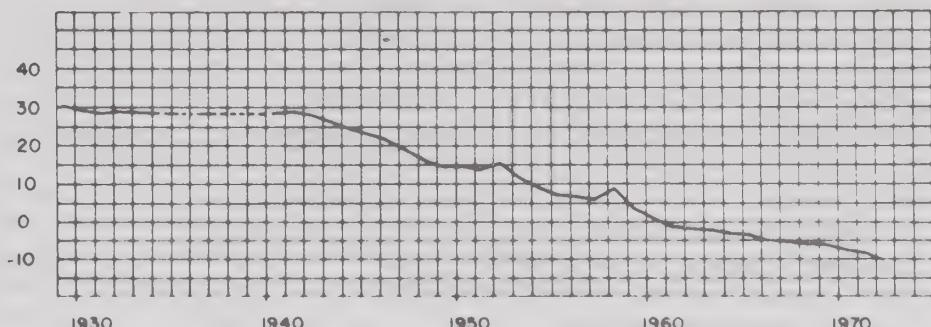
FLUCTUATION OF WATER LEVEL IN WELLS

1974

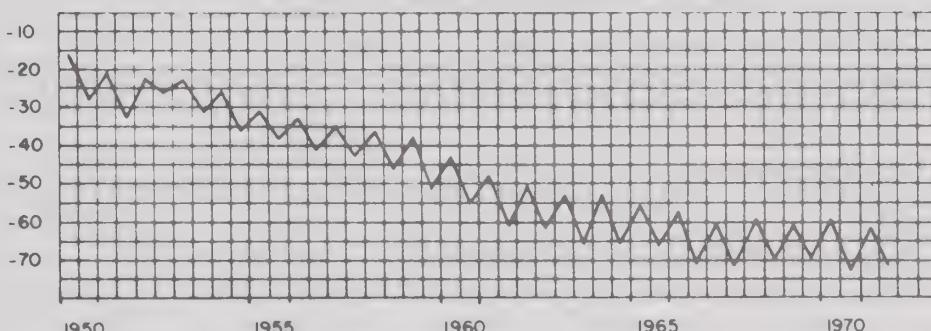
ELK GROVE
COMMUNITY
PLAN

ELEVATION IN FEET - USCS & SS DATUM

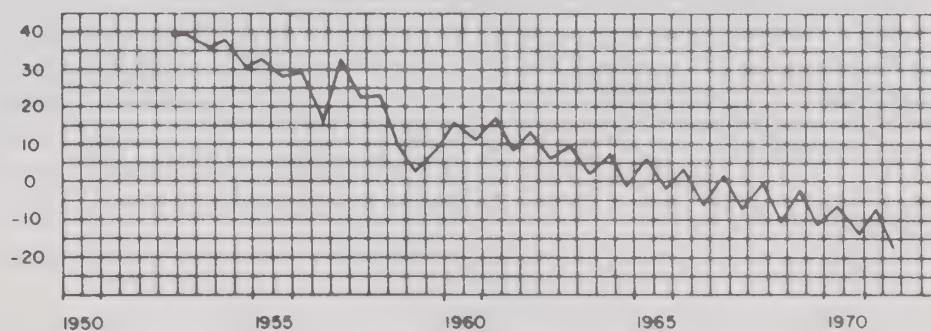
AVERAGE GROUND WATER ELEVATION
AVERAGE GROUND SURFACE ELEVATION 52.0'



WELL 6N/5E-10G1
GROUND SURFACE ELEVATION 35.0'



WELL 6N/7E-28E1
GROUND SURFACE ELEVATION 74.5'



WELL 9N/5E-21MI
GROUND SURFACE ELEVATION 34.0'



SOURCE: STATE OF CALIFORNIA DEPARTMENT OF WATER RESOURCES AND COUNTY OF SACRAMENTO, BULLETIN NO. 118-3

excellent recharge area, this release should add considerable water to the ground supply. This water could also be used by farmers along the river for irrigation purposes, thus relieving some of the existing groundwater pumping in this area. This method will at halt the water table drop, but will slow the decline rate.

The second method, which can only be considered as a long term project, is to supply the area with a surface water supply. Since surface water in most cases requires a treatment plant for residential use, this method would not be feasible on a wide scale until a sizeable population is attained. The Sacramento County Water Resources Division estimates a population of between 15,000 and 20,000 would be required to justify installation of a water treatment plant. Since the plan urban area population may reach the lower range of this figure within the life of the plan, the use of surface water and a treatment plant is recommended for the plan area. A surface water supply need not, however, await development of a treatment plant. Since a majority of the water presently used in the plan area is for agricultural irrigation, this water could be supplied overland within the near future. Although water supplied in this manner is presently more expensive than private wells, this is a temporary situation. As the groundwater level continues to drop and energy costs increase, water from these wells will become more and more expensive. At some point in the near future, well water would probably become increasingly more expensive than overland water.

The Elk Grove Community Plan land use recommendations, when implemented, should improve to a small degree, the anticipated deteriorating water supply situation in the plan area. As the area urbanizes and use of groundwater continues, water overdraft conditions will worsen because rural areas, especially dry pasture, will be converted to residential uses. This will result in a greater demand for water. The plan, by recommending a limited maximum population, will restrict this demand somewhat. The plan also changes considerable area designated on the General Plan for Agricultural Urban Reserve to the Agricultural-Residential category. Experience has shown that many persons living on large parcels do not irrigate the entire parcel. Thus, the Agricultural-Residential use should save considerable water as compared with standard residential uses. Finally, the plan requires that streams in the area be left in a natural condition.

POLICIES

It shall be the policy of Sacramento County to:

1. Complete a feasibility study of a scheduled release of water from the Folsom South Canal into the Cosumnes River or other appropriate streams.
2. Require all new subdivisions to have their public water supply system designed to accommodate surface water.
3. Consider the effects on the water table when reviewing future development in the plan area.

4. Consider the use of a water treatment plant and surface water usage when the urban area population reaches 15,000 to 20,000 people.
5. Consider developing and implementing a well tax to help regulate the use of groundwater and to help in the purchase of water used for recharging of the aquifer as recommended in above Item 1.
6. Restrict the premature or unnecessary extension of public services, including water districts, into or through open, undeveloped areas which would promote non-contiguous urban development.
7. Encourage the Elk Grove Water Works to contract for surface water rights.

LIQUID WASTE DISPOSAL

The Elk Grove urban area is served by the County Sanitation District. (See Figure 6-4) It is anticipated that the district will be capable of meeting Elk Grove's service needs to and beyond the life of this plan.

A large number of homes in the rural portion of the plan area are on individual septic tanks and, because of the density recommendations of this plan, more will be used in the future. The maximum number of septic tank systems that should be allowed in any given area is a difficult problem to solve since limited empirical evidence exists. Indeed, the only empirical evidence possible is actual contamination of the water system. Since this is hardly a desirable method, the plan has relied upon probability and a large safety margin in determining septic tank density.

The Sacramento County Health Agency reports a large number of septic tank failures with varying degrees of contamination. Contamination is difficult to predict and, while a septic tank on an isolated one or two acre parcel is generally safe, the impact of large scale subdivision of this parcel size could result in severe health hazards. The plan, therefore, has established a five-acre minimum lot size in most areas that are planned for private water supplies and septic tanks. Existing substandard parcels within this designated five-acre minimum size area will retain all rights presently enjoyed.

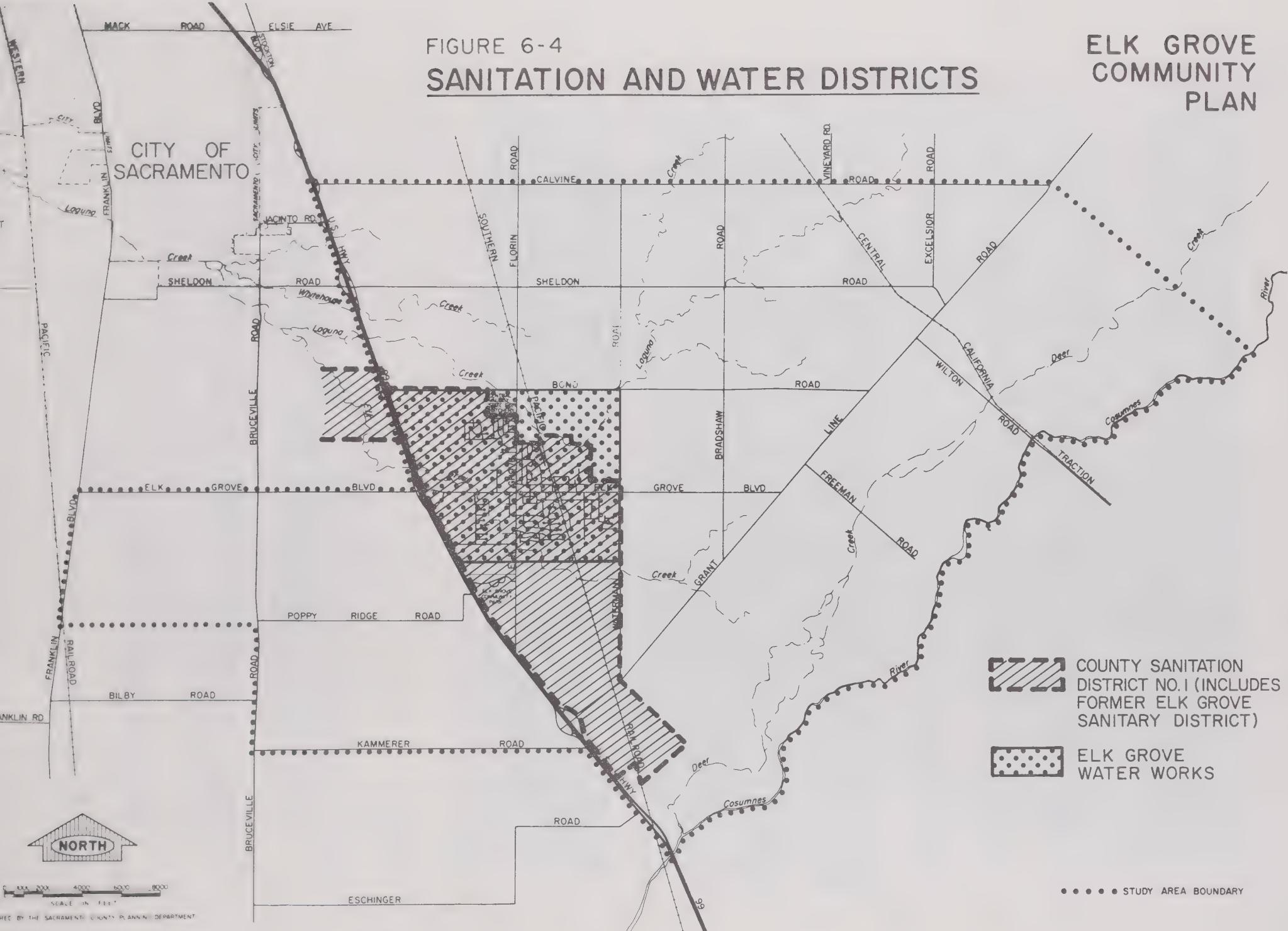
POLICIES

It shall be the policy of Sacramento County to:

1. Not approve new applications for two-acre subdivisions that utilize private wells and septic tank sewage disposal systems unless the area is so designated on the Community Plan.
2. Restrict the premature or unnecessary extension of liquid waste disposal systems into or through open, undeveloped areas which would promote non-contiguous development.
3. Initiate the septic tank maintenance district as described in Chapter 3, Agricultural Land Use policies.

ELK GROVE COMMUNITY PLAN

FIGURE 6-4
SANITATION AND WATER DISTRICTS



SOLID WASTE DISPOSAL

Solid waste disposal in the Elk Grove area is operated by a private concern, the Independent Disposal Service Company. Presently, this company transfers refuse to the County-owned site on Kiefer Road.

DRAINAGE

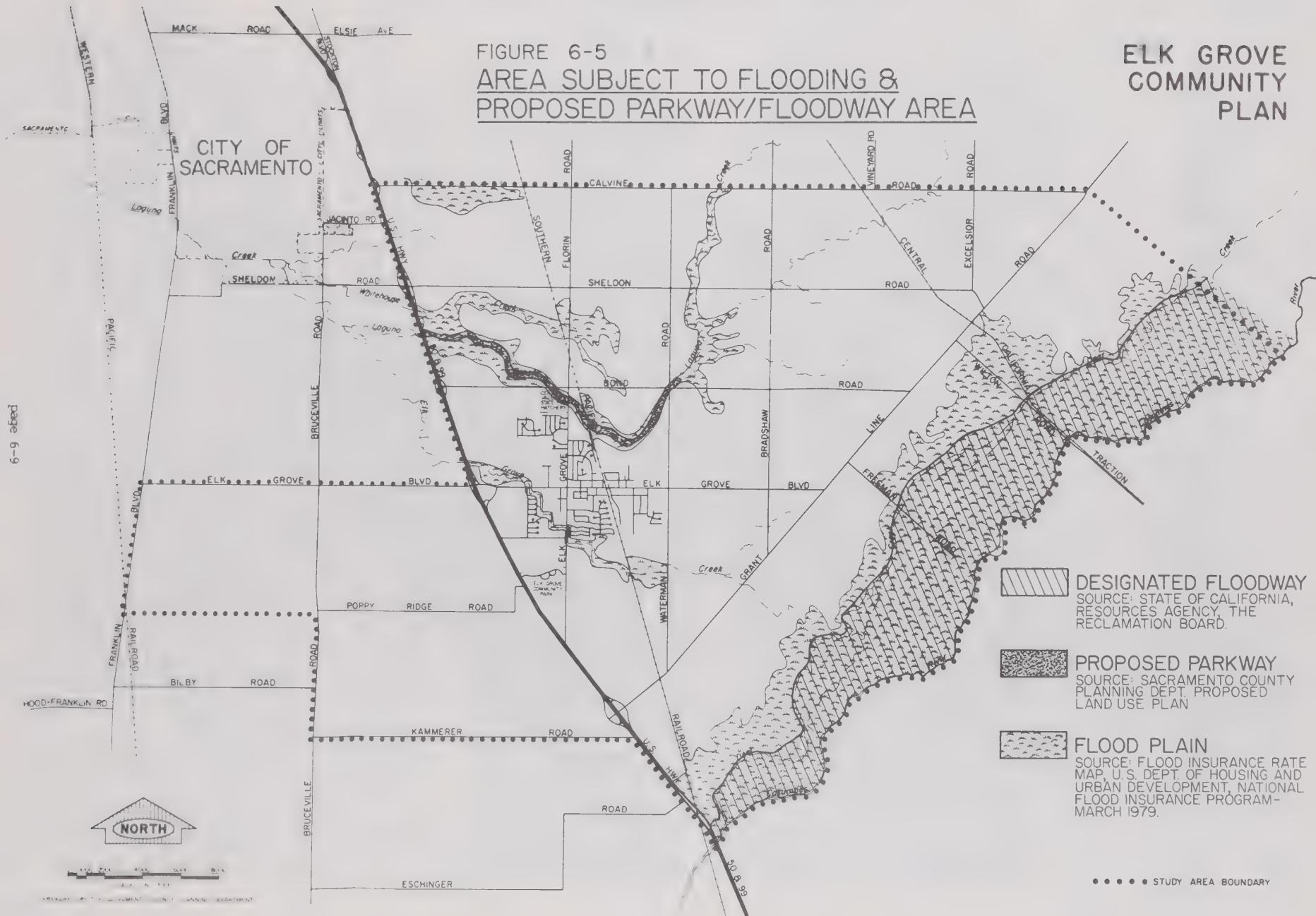
A great deal of the plan area is nearly flat terrain that is traversed by slow flowing streams which results in serious drainage problems, especially during the rainy season. Responsibility for providing drainage facilities in the area is a two tiered operation. Zone 11 of the Sacramento County Water Agency collects drainage fees from developers which are used to pay for trunk lines and stream improvements that are a part of the County-wide drainage plan. The area south of Grant Line and east of S.P.R.R. is not in Zone 11. The Metropolitan Storm Drainage District collects taxes from property owners within the district and maintains existing drainage facilities. A great amount of the plan area, however, is not in the Metropolitan Storm Drainage District. Individual property owners in these areas provide maintenance of whatever drainage facilities exist. The Elk Grove Plan does recommend that County improvements of streams provide a 3 to 1 bank slope and provide space for bikeway and trails systems along one side of the stream. Planting of native-type vegetation or trees is also strongly recommended.

The United States Corps of Engineers has developed an overall drainage plan for the Morrison Creek Stream Group which has been incorporated in the Sacramento County General Plan. This Flood Control Report includes the Laguna Creek drainage system which drains much of the study area, but excludes Deer Creek and Cosumnes River drainage areas. The project, to date, has been unfunded by the Federal Government and a development time table, if approved, would be mid-1980's. However, it does not seem likely that the project, if developed, would be the same as originally proposed. Sacramento County has begun implementing a portion of this plan on the South Fork of Laguna Creek. This fork drains much of the town of Elk Grove and will benefit this urban area.

Sheet flooding, a broad and shallow type flood, characterizes the Laguna Creek floodplain and parts of Deer Creek. Most of the Laguna Creek floodplain in the plan area is planned for large lot type uses; thus, no special flood control measures are recommended. That part of the floodplain west of Elk Grove-Florin Road is planned for Agricultural-Residential 5 land use except for a small area just west of the State Fish Hatchery which is planned for Residential Density 5. Any development in this small area will be required to provide sufficient fill to prevent flooding of the area. The floodplain between Elk Grove-Florin Road and the Southern Pacific Railroad is planned for Agriculture-Residential 5 on the north side and Residential Density 5 (Planned Unit Development) on the south. Any development in the designated residential area will be required to comply with Sacramento County flood control standards. The floodplain east of the Southern Pacific Railroad is planned for Agricultural Residential 5 on the north side and for Residential Density 1 on the south. Since there is a cliff of about 15 feet along the south side of Laguna Creek in this area, houses on these one acre lots could be built on the cliff above the floodplain with the rear of the lot extending into the floodplain.

ELK GROVE COMMUNITY PLAN

**FIGURE 6-5
AREA SUBJECT TO FLOODING &
PROPOSED PARKWAY/FLOODWAY AREA**



Additionally, flooding occurs along the Cosumnes River and Deer Creek. Figure 6-5 shows the Corps of Engineers' Floodplain and the Reclamation Board's Cosumnes River Designated Floodway. Structural uses within the designated floodway require the approval of the Reclamation Board prior to such use.

POLICIES

It shall be the policy of Sacramento County to:

1. Leave natural drainage courses through present developed areas undisturbed to the greatest extent possible, considering public safety flood control needs.
2. Restrict urban and rural development from encroaching upon the present 100-year floodway of Laguna Creek and its tributaries. Floodway is defined loosely here as that portion of the floodplain which cannot be filled without substantially increasing flood height (peak water surface elevation).
3. Require that future urban developments incorporate floodplain usage for parkway and open space into design plans for property adjacent to natural drainage courses.
4. Request the U.S. Army Corps of Engineers to reevaluate the Laguna Creek portion of their Morrison Creek Stream Group project in light of:
 - a) new overall land use plans which would limit urban development in the creek's watershed, and
 - b) the Community Plan's goal and policy of preservation of open space and natural areas, including Laguna Creek.
5. Require that future urban development adjacent to floodplains provide continuous physical and visual access by incorporating a frontage road or low density concept.
6. Request the U. S. Army Corps of Engineers that, if construction of Vineyard Reservoir and establishment of the Beach-Stone Lakes basin as a flood impoundment/floodway/recreation area are to proceed as planned, the proposed recreational trail following the south bank of Laguna Creek connecting these two facilities also be constructed as planned, regardless of a Laguna Creek channel work reevaluation.

SCHOOLS

The Elk Grove plan area lies entirely within the Elk Grove Unified School District. At present, the plan area contains one senior high school, one junior high, and four elementary schools. The elementary schools have an average capacity of 475 students; the junior high school, a capacity of 1147; and the senior high school, a capacity of 2,062. These capacity figures include portable classrooms added to the sites.

The major purpose of this part of the Community Plan is to determine the need for school facilities in the plan area at ultimate development and to recommend, in a generalized manner, school sites that will be needed in the future.

Projected Enrollment and Facility Needs

As shown on Table 6-1, the estimated K-12 population of the plan area for ultimate development is 4,970. The distribution of this student population is shown in the same table. Data from this table was used with school site standards shown in Table 6-2 to develop Tables 6-3, and 6-4, and the plan area School Site Plan, Figure 6-4.

Projected enrollments and resultant facility needs are based upon certain factors such as projected population growth, birth rates, size of families moving into the plan area, and other considerations. Since these factors are subject to considerable change over any time span, projected enrollments for any point in time must be considered highly speculative. This plan provides generalized guidance for school districts in school site planning. Decisions relative to school site locations and facility development should be made by the local school district.

Data contained in Tables 6-3 and 6-4 appears incongruous on initial examination. For example, Table 6-3 indicates the plan area needs only 1.8 elementary school sites in 1970, yet Table 6-4 shows three elementary sites existing in 1973. This apparent inconsistency is due to the fact that the Elk Grove School District is much larger than the Elk Grove plan area and that the school district buses students to schools in Elk Grove from out of the plan area. The primary purpose of data in these tables is to show the number of students that will be generated in the plan area from the present to ultimate development and to point out the school site requirements to accommodate these students.

Impaction Program

Chapter 9.78, Sacramento County Code, establishes the ability of school districts suffering from overcrowding of facilities due to rapid development to apply to the County for assistance. This code provision requires certain conditions be met by the district that is requesting special help under the Impaction Program. The final outcome of this ordinance is the payment by the residential building developer of certain fees for each unit built in specific school attendance areas to mitigate the impact of new students. These funds are used by the district to help offset the cost of housing new students. The Elk Grove Unified School District has specified that certain school areas need this help and the district presently (1979) is receiving the benefit of additional funds through this program.

ELK GROVE
COMMUNITY
PLAN

TABLE 6-1

PROJECTED K-12 POPULATION

	K-12 Projection		
	1970	1995	Holding Capacity
Projected Total Population	6,300	16,700	24,850
K-12 Population as % of Total Population	30%	25%	20%
Total K-12 Population	1,890	4,175	4,970
Elementary Students (K-6)	1,096	2,171	2,584
Junior High School Students (7-8)	322	710	845
Senior High School Students (9-10-11-12)	472	1,294	1,541

TABLE 6-2

SCHOOL SITE STANDARDS

School Type	Students Per School	Acres Per School	Walking Distance Service Area
Elementary	600	About 10	3/4 mile
Junior High	1,000	About 20	1 mile
Senior High	1,500	About 40	2 miles

ELK GROVE
COMMUNITY
PLAN

TABLE 6-3

PROJECTED SCHOOL SITE REQUIREMENTS*

	K-12 Projection		Holding Capacity
	1970	1995	
Elementary Schools	1.8	4	4
Junior High Schools	.3	.7	.8
Senior High Schools	.3	.9	1.0

* Based on stated standards and population projections.

TABLE 6-4
EXISTING AND PROPOSED SCHOOL SITES

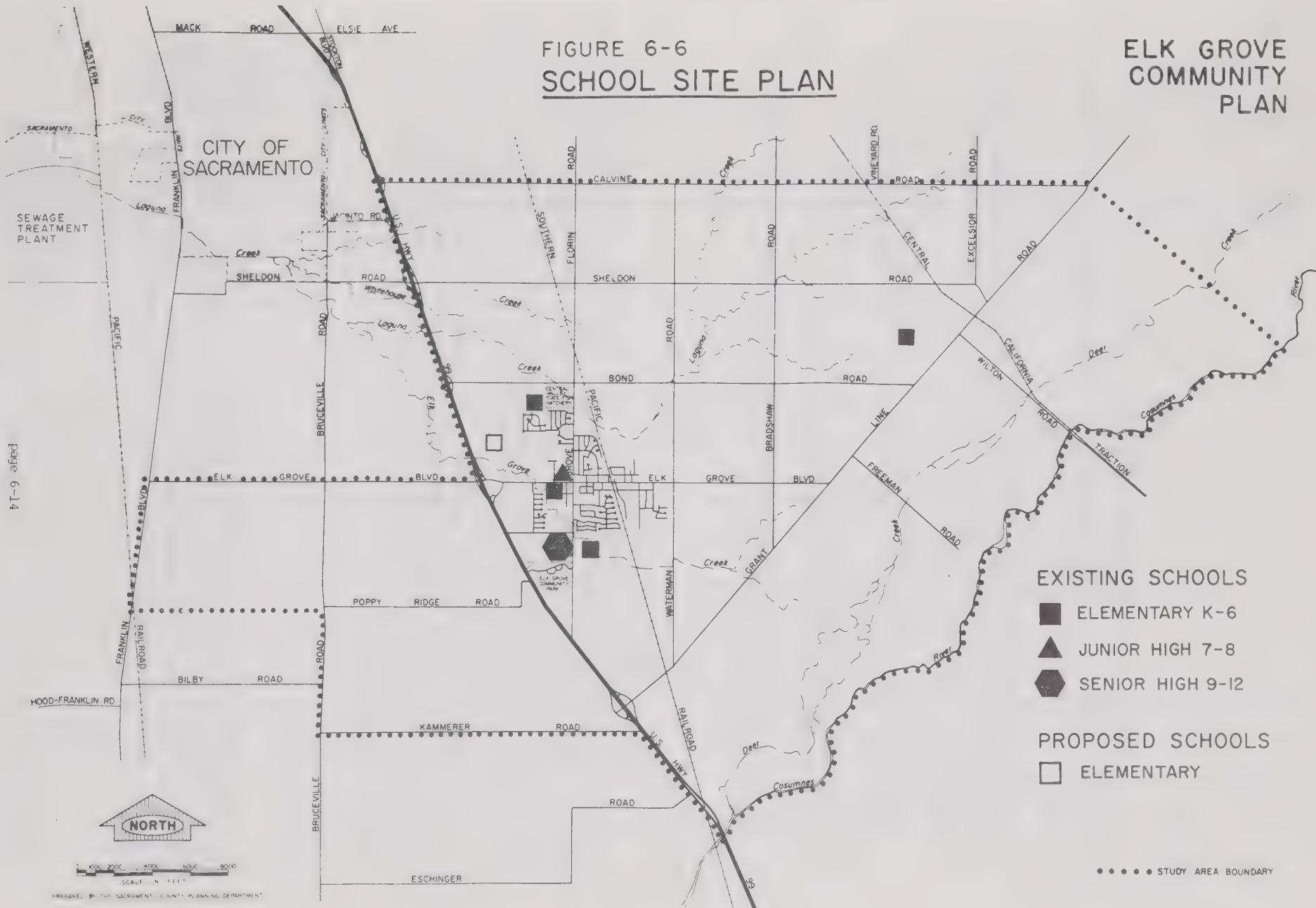
School Type	Existing 1978	1995 Sites Needed	Holding Capacity	Additional Sites Needed at Holding Capacity
K-6	4	4	4	0
7-8	1	1	1	0
9-10-11-12	1	1	1	0

Note: A new high school outside of the study area was completed in 1977.

An all-portable elementary school on Tralee Way was opened in 1978.
A permanent building will be completed in 1979.

ELK GROVE COMMUNITY PLAN

FIGURE 6-6 SCHOOL SITE PLAN



page 6-14

POLICIES

It shall be the policy of Sacramento County to:

1. Encourage the expansion of existing school facilities to their maximum capacity as needed.
2. Encourage the development of a program to acquire school sites for future construction of facilities at or near locations indicated on the School Site Plan prior to existing facilities being filled to maximum capacity.
3. Require all development plans submitted to the County for approval be coordinated with the school district site plan and this Community Plan.
4. Require the continued coordination of all park and recreation site selection plans with school site selection plans.
5. Encourage the continued coordination of park recreation and special activities programs with school activities programs.

LIBRARY

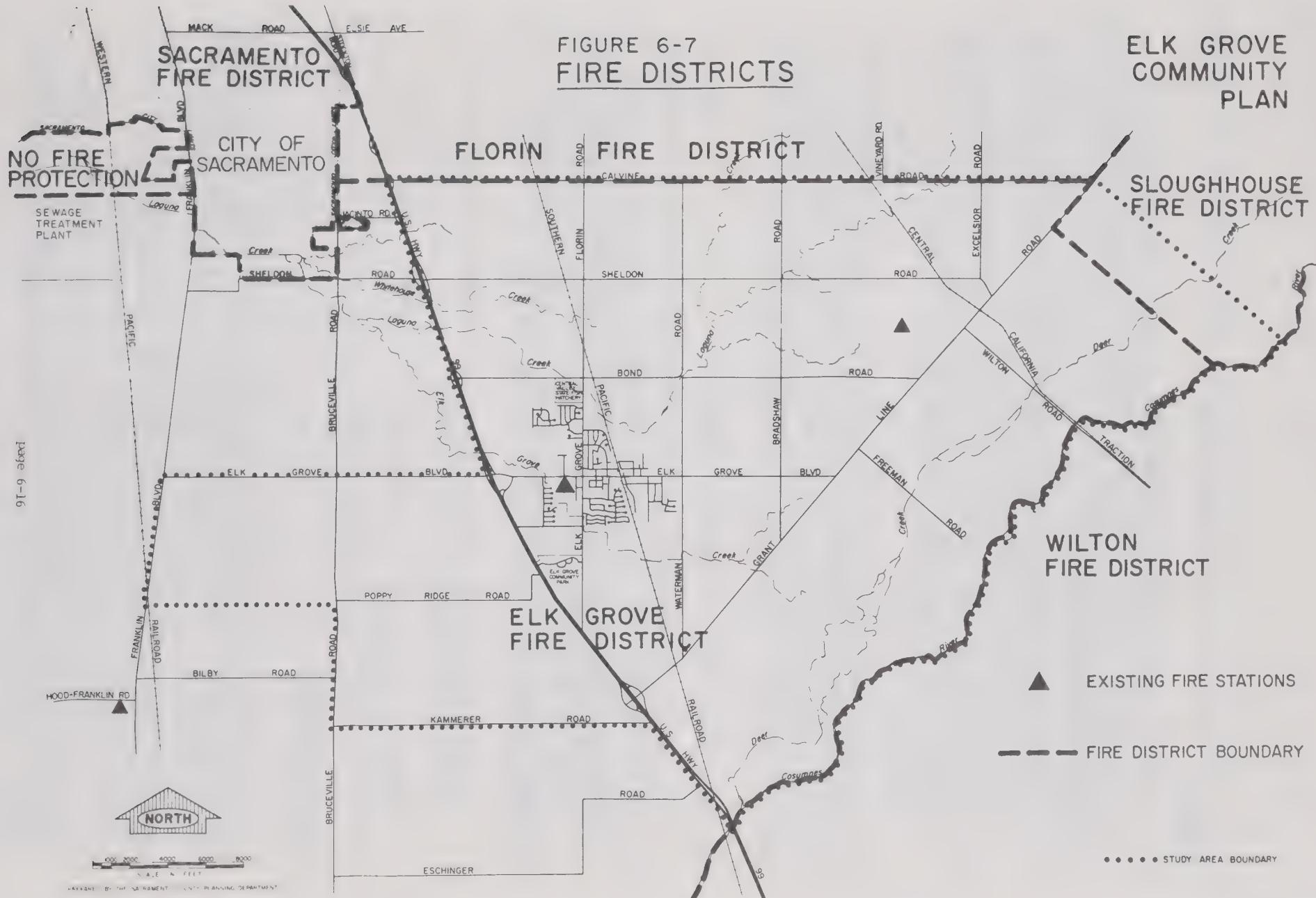
The Sacramento City-County Library system is composed of a central library providing administrative functions for regional and community branch libraries. The plan area presently is served by a small branch library located in the Justice Court Building in the town of Elk Grove. It is anticipated the Justice Court will relocate and it is proposed that, at that time, the branch library will be enlarged, utilizing the entire building. After this expansion, the facility will be able to meet the community needs for the next 10 years or beyond. The Library Service reviews and updates its plans on a regular basis to provide a good level of service to Sacramento area residents. If the population were to warrant it, new facilities would be planned. However, with the approval of Proposition 13 the future of library services in any community is unclear.

FIRE PROTECTION

The Elk Grove Community Plan is entirely within the Elk Grove Fire District. This district presently has two fire stations in the study area--one on Pleasant Grove School Road and the other located on Elk Grove Boulevard west of the Elk Grove Unified School Districts Offices. The Elk Grove Boulevard facility is newly constructed and will meet the community's needs for many years.

ELK GROVE COMMUNITY PLAN

FIGURE 6-7 FIRE DISTRICTS



Any new sites to be considered by the District should be based on the following concepts:

1. The fire station should be located near extensive business districts (high value and hazard areas) within one mile travel distance for an engine company and, if there are tall buildings, one and one-quarter mile distance for a ladder company.
2. Fire stations serving residential districts should be located within two miles of all built up areas.
3. Fire alarm boxes, fire hydrants, and pipe sizes in urban areas should be adequate to provide the number of fire streams needed, based on the fire district's experience, local conditions and the standards that have been established nationally.
4. Location should be on or near major arterials, away from intersections and where traffic congestion will not interfere with quick egress.

POLICIES

It shall be the policy of Sacramento County to:

1. Require that fire stations in newly developing areas be located central to the service area.
2. Continue to recognize that fire protection is an important factor of consideration in the design of new developments.
3. Maintain the policies of the General Plan regarding fire station location.
4. Encourage development and maintenance of an adequate fire suppression water supply and properly-spaced hydrants.
5. Encourage installation of a properly-spaced central alarm box system in all urban areas.

LAW ENFORCEMENT

Police protection in the Elk Grove plan area is provided by the Sacramento County Sheriff's Department and the California Highway Patrol. The Highway Patrol handles all incidents related to traffic. The Sheriff's Department handles all other investigations in the area. The Sheriff's Department presently has one car patrolling the plan area 24 hours each day with additional manpower available on certain days. As the area develops, the level of police protection will increase to meet the increased demand.

Design of urban developments adjacent to streams and recreational areas should be such that law enforcement problems can be kept to a minimum. Essentially, this means providing law enforcement adequate access to these areas.

CHAPTER SEVEN

IMPLEMENTATION

Within this Implementation Chapter are the guidelines and methods to be utilized in placing this plan into action. The first two sections deal with the official policy statement of the Board of Supervisors explaining the relationship between zoning and the Community Plan. The third and last section outlines the various specific programs or actions which will be undertaken to effectuate the policies of the plan, and related follow-up studies.

ZONING CONSISTENCY

During the spring and summer of 1978 the Policy Planning Commission and Board of Supervisors held public hearings to implement the adopted Community Plan through zoning consistency hearings. These hearings have been completed and the land use zones and Community Plan are consistent with one another.

EFFECTUATION

The goals and policies of the Elk Grove Plan will be effectuated or implemented through ongoing programs and special future studies. This plan represents policy guidelines for governing the development of the community throughout the 20-year planning period. Community Plans are designed to be used as a day-to-day guide for land use decisions within the study area. The following is an outline of the tools and methods to be used to effectuate the Community Plan.

POLICY IMPLEMENTATION

The policies included in this plan represent position statements of the Board of Supervisors on various planning issues. However, they are not to be regarded as mere reference material but, rather, individual policies should serve as a mandate and impetus for specific courses of action to be undertaken not only by the County but other public and private agencies as well. The policies will be implemented through ongoing administrative procedures, various special projects, and in the long-term planning programs of agencies operating in the study area. The specific implementation program recommended for the Elk Grove Community Plan is as follows:

1. The Community Plan should be reevaluated at five to seven year intervals.
2. The Board of Supervisors will direct the Sacramento County Health Agency to develop recommendations for a septic tank maintenance district.
3. A program of ongoing implementation should be developed for the policies in this report, including establishing appropriate priorities.

FOLLOW-UP STUDY

The Elk Grove Community Plan should be restudied and updated every five years. In the Community Plan updating project, all factors that were originally considered in plan development will be reevaluated. Additionally, the various policies and unimplemented land use designations will be reconsidered to ensure their continued relevancy and appropriateness. Proposed amendments to the Community Plan map and policies will be closely evaluated to insure the integrity of the plan is maintained and that the community at large is to benefit.

TABLE A-1

EXISTING LAND USE, AUGUST 1973
BY DATA AREA, ACRES AND PERCENT OF TOTAL

DATA AREA	GROSS AREA	(1 to 5 acres)					URBAN VAC	COMM S.C.	INDUS	AG INDUS	RAILROADS
		AG RES VACANT	AG RES	SINGLE FAMILY	TWO FAMILY	3 & 4 FAMILY					
# 1	5,181	15.3	7.8	4.0			1.7	1.0	4.9		13.5
# 2	4,633	160.0	290.0	3.7			1.1	.6	4.0		25.0
# 3	2,915	222.0	353.0	11.5			2.0	3.0	2.7	20.7	21.0
# 4	8,118	22.2	41.7	1.0			1.0	.6			19.5
# 5	2,166	32.0	80.8	4.0						37.2	
# 6	485	9.0	7.5	16.0			11.0		.3	.5	12.5
# 7	418		14.0	45.2	1.4	.6	53.0	1.1	79.2		25.7
# 8	1,090	3.6	11.5	68.9	.6	8.8	.1	21.2	5.6	59.0	
# 9	153			42.8	2.8		.4	31.7	4.1	1.0	
#10	702	16.9	7.9	68.2			11.2		10.2		6.2
#11	518		1.0	24.0	.2		156.0				31.0
TOTAL	26,379	481	815.2	289.3	5.0	9.4	2.5	290.9	38.0	148.4	58.4
% OF TOTAL	100%	1.8	3.1	1.1	N/A	N/A	N/A	1.1	4.6	.6	0.2
											.6

Source: Sacramento County Planning Department

TABLE A-1 (continued)

EXISTING LAND USE, AUGUST 1973
BY DATA AREA, ACRES AND PERCENT OF TOTAL

DATA AREA	STREETS	PUBLIC & SEMI P.	SCH.	PARKS	FREE-WAYS	DRY PASTURE	IRR. PASTURE	ROW CROPS	ORCHARD	TILLED SOIL	VINE-YARD	LAKES	RIPARIAN & WOODLAND
# 1	81.7	7.2			27.0	1,216.0	3,146.0	124.2	40.7	490.0			
# 2	120.0	30.0			31.0	2,831.0	985.0	4.6	67.0	80.0			
# 3	87.3	2.2	6.8			1,075.0	1,091.0		14.8	2.0			
page A-2	# 4	38.0				2,671.0	1,977.0	2,482.0	24.0		420.0	53.0	367.0
	# 5	52.0				871.0	1,051.0	24.0	1.0	13.0			
# 6	9.4	43.5				280.0	77.0	11.0					
# 7	20.8					67.0	110.0						
# 8	34.1	6.1			33.5	220.0	586.0						
# 9	18.3							45.7					
#10	28.5	40.5	43.8		21.7	201.0	143.0	63.0	41.5				
#11	31.0	12.1	67.5	124.0	31.0	57.0							
TOTAL	521.1	141.6	118.1	124.0	144.2	9,442	9,223	2,754.5	189.0	585.0	420.0	53.0	367.0
% OF TOTAL	2.0	.5	0.4	0.5	.5	35.8	35.0	10.5	0.7	2.2	1.6	0.2	1.4

TABLE A-1 (continued)

EXISTING LAND USE, AUGUST 1973
BY DATA AREA, ACRES AND PERCENT OF TOTAL

DATA AREA	STREETS	PUBLIC & SEMI P.	SCH.	PARKS	FREE-WAYS	DRY PASTURE	IRR. PASTURE	ROW CROPS	ORCHARD	TILLED SOIL	VINE-YARD	LAKES	RIPARIAN & WOODLAND
# 1	81.7	7.2			27.0	1,216.0	3,146.0	124.2	40.7	490.0			
# 2	120.0	30.0			31.0	2,831.0	985.0	4.6	67.0	80.0			
# 3	87.3	2.2	6.8			1,075.0	1,091.0		14.8	2.0			
page A-2	# 4	38.0				2,671.0	1,977.0	2,482.0	24.0		420.0	53.0	367.0
	# 5	52.0				871.0	1,051.0	24.0	1.0	13.0			
# 6	9.4	43.5				280.0	77.0	11.0					
# 7	20.8					67.0	110.0						
# 8	34.1	6.1			33.5	220.0	586.0						
# 9	18.3								45.7				
#10	28.5	40.5	43.8		21.7	201.0	143.0	63.0	41.5				
#11	31.0	12.1	67.5	124.0	31.0	57.0							
TOTAL	521.1	141.6	118.1	124.0	144.2	9,442	9,223	2,754.5	189.0	585.0	420.0	53.0	367.0
% OF TOTAL	2.0	.5	0.4	0.5	.5	35.8	35.0	10.5	0.7	2.2	1.6	0.2	1.4

TABLE A-2

COMMERCIAL LAND USE

	Normal Standard Acres Per 1000 Persons	1973 Existing (Acres)		Projected Need (Acres)			Zoned Acres
		Commercial Land Use	Commercial Zoning	1975 Pop. (8,090)	1995 Pop. (16,880)	Ult. Total Capacity (25,140)	
Shopping Centers	2.0						
Small	.8	4.6	0	6.5	13.5	20.3	40.0
Medium	.7		0	5.7	11.8	17.8	0
Large	.5		0	0	0	0	0
Other Commercial	2.5						
Bus. and Prof.	.2	2.5		1.6	3.4	5.1	18.0*
Gen. Comm.	1.3	25.0	*119.0	10.5	21.9	33.1	101.0
Auto Comm.	.8	8.5	8.5	6.5	13.5	20.3	0
Travel Comm.	.2	2.0	3.5	1.6	3.4	5.1	0
TOTAL	4.5	42.6	131.0	32.4	67.5	101.7	159.0*

* A number of acres of commercially zoned land that is used as public or quasi-public is included in this acreage. This land is not available for commercial usage.

TABLE A-4
ANALYSIS OF LAND USE PLAN
BY DATA AREA AND ACRES

ELK GROVE
COMMUNITY
PLAN

	1	2	3	4	5	6	7	8	9	10	11	TOTAL
AGRICULTURAL												
Permanent Agricultural	5124	361	51	6651	803	--	--	39	--	--	--	13,029
Ag-Residential 1	--	--	60	--	--	--	--	--	--	--	--	60
Ag-Residential 2	23	460	875	210	54	--	--	--	--	--	--	1,622
Ag-Residential 5	--	3683	1900	835	471	195	--	--	--	--	--	7,093
Ag-Residential 10	--	--	--	--	801	--	--	--	--	--	--	801
RESIDENTIAL												
RD 1	--	--	--	--	--	28	--	--	--	--	--	28
RD-2	--	--	--	--	--	115	--	--	--	--	--	115
RD-5	--	--	--	--	--	28	112	328	84	489	201	1,242
RD-10	--	--	--	--	--	1	3	16	14	4	24	62
RD-20	--	--	--	--	--	2	--	17	7	20	--	46
SPA (Special Planning Area)	--	--	--	--	--	--	--	21	--	--	--	21
COMMERCIAL												
Business & Professional	--	--	--	--	--	1	--	8	2	3	4	18
Other Retail	1	4	--	--	--	1	4	15	3	45	36	109
General Commercial	--	4	4	5	--	5	2	9	3	--	--	32
INDUSTRIAL												
Industrial	8	38	6	12	--	12	264	316	8	--	--	664
Industrial Park (IP)*	--	--	--	--	--	--	31	288	--	--	--	319
Ag-Industrial	6	--	--	38	37	--	--	--	--	--	--	81
RECREATIONAL												
Parkways	--	43	--	--	--	55	--	--	8	--	--	106
Existing Parks	--	--	--	--	--	--	--	--	--	2	125	127
Proposed Parks	--	--	--	--	--	32	2	4	2	13	3	56
COMMUNITY FACILITIES	--	9	5	--	--	10	--	7	1	51	34	117
SCHOOLS												
Elementary	--	--	5	--	--	--	--	10	--	19	20	54
Junior High School	--	--	--	--	--	--	--	--	--	34	--	34
Senior High School	--	--	--	--	--	--	--	--	--	--	40	40
WATER & WATERWAYS	--	--	--	367	--	--	--	--	--	--	--	367
FREeways	19	31	--	--	--	--	--	33	--	22	31	136
TOTALS	5181	4633	2915	8118	2166	485	418	1090	153	702	518	26,379

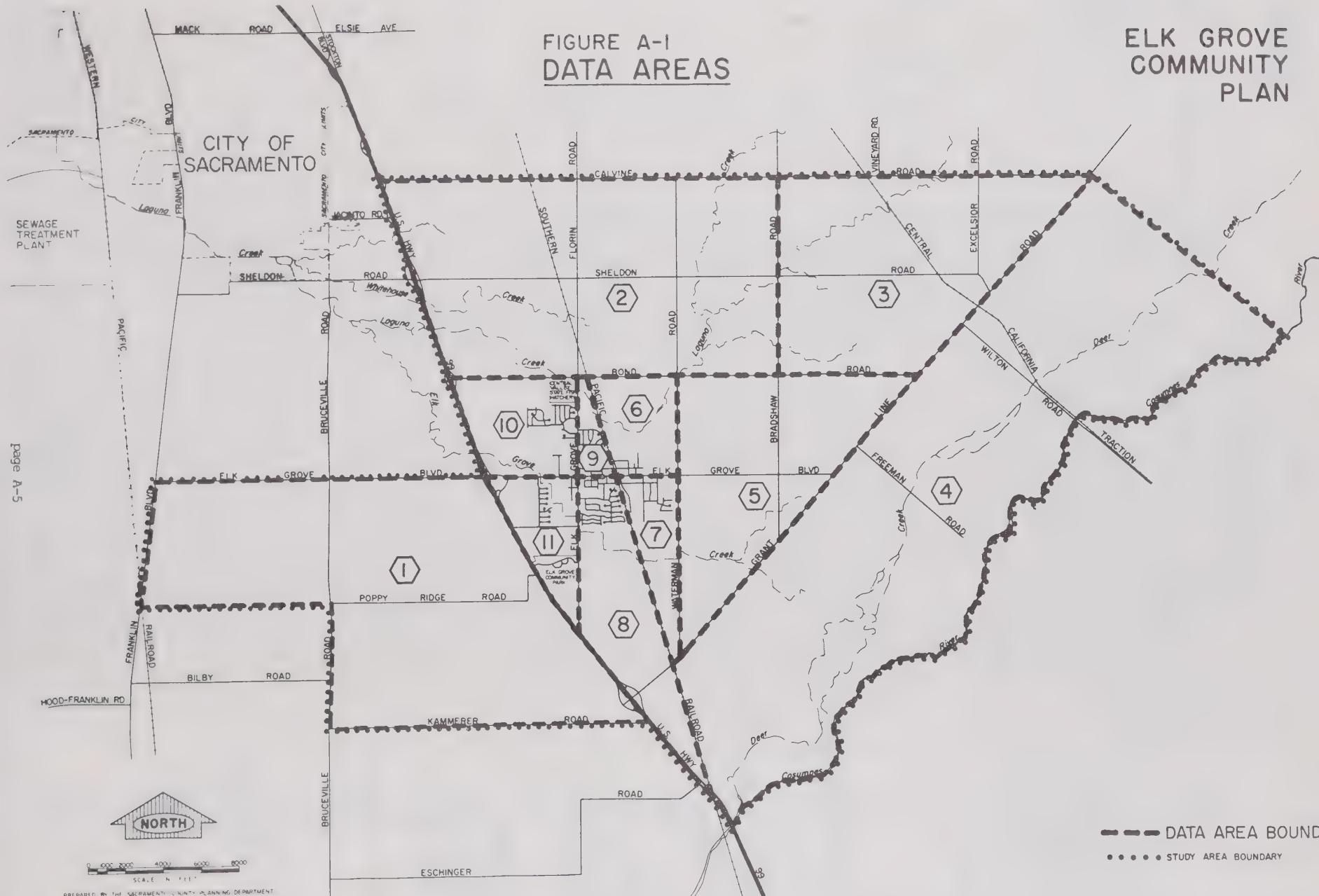
Source: Sacramento County Planning Department.

* IP zone undeveloped. M-1 zone shown.

EG-2 A-21-22

ELK GROVE COMMUNITY PLAN

**FIGURE A-1
DATA AREAS**



SPECIAL ELK GROVE BOULEVARD COMMERCIAL AREA AND PARKING SUGGESTIONS

INTRODUCTION

The Elk Grove land use plan includes recommendations for commercial and residential uses along Elk Grove Boulevard. The following report is a specific review and analysis with recommendations for Elk Grove Boulevard, from Freeway 99 to Waterman Road. The purpose of this report is to outline areas of existing or potential commercial or residential blight and make suggestions that could not only reduce the impact or eliminate that potential condition, but also upgrade the general area to an economically viable and visually attractive commercial service center. The scope of the report will be limited mostly to parcels fronting on Elk Grove Boulevard between the previously mentioned streets. Implementation of many of the recommendations will be the responsibility of the individual property owners either singularly or in groups with the County helping, where appropriate. The following assumptions are listed to outline the reasoning behind the development of this report.

1. The town of Elk Grove will continue to grow at a higher annual percentage rate than most of Sacramento County.
2. New retail sales outlets will locate in integrated shopping centers as described by the Elk Grove Technical Report and Plan.
3. Elk Grove Boulevard will carry an ever increasing traffic load.
4. The Elk Grove Community Plan recommends that Elk Grove Boulevard be a 90 ft. wide thoroughfare from Freeway 99 to Elk Grove-Florin Road.
5. Elk Grove Boulevard east of the Elk Grove-Florin Road be widened or modified to about an 80 ft. cross section from Elk Grove-Florin Road to at least Waterman Road, and some sections may not allow on-street parking.
6. For the foreseeable future there will not be a grade separation of Elk Grove Boulevard and the Southern Pacific Company's Railroad tracks.
7. Many old and historic buildings will remain on Elk Grove Boulevard.
8. There will be a conversion of some existing residential parcels to commercial uses from Elk Grove-Florin Road to about Derr Street.
9. Elk Grove Boulevard between Elk Grove-Florin Road to about Derr Street will provide areas for service-oriented commercial, multiple family residential and public uses such as churches and meeting halls.
10. Gradual replacement of older non-historic buildings will be a continuous process.
11. As most areas are converted to other uses, there may be a combination of parcels to make more usable sized property.
12. Automobile parking will increasingly be a problem easterly of Elk Grove-Florin Road.

EXISTING SITUATION

The study area portion of Elk Grove Boulevard can be separated into four (4) distinct subareas, and for the balance of this report they will be referenced as:

Area "A", Freeway 99 to Elk Grove-Florin Road

Area "B", Elk Grove-Florin Road to Walnut Avenue and its northerly projection.

Area "C", Walnut Avenue and its northerly projection to Derr Street on the north and the southerly projection of School Street.

Area "D", Derr Street on the north and the southerly projection of School Street east to Waterman Road.

The existing land use conditions in Area "A" can be characterized as partially vacant. Existing uses from the freeway east include: a cemetery, roadhouse, small animal veterinarian's office, churches (2), fire station, Elk Grove, shopping center, school district office, elementary school and Kerr Junior High School, savings and loan office, and business offices.

The existing land use conditions in Area "B" can be summarized as downtown core area. Uses in the area include: service stations (3), banks (2), both new, a few vacant lots and vacant structures, post office, library, justice court, market, fast food restaurants, 7-11 grocery store, church, and telephone company business office and communication center. This area includes most of the newer commercial buildings.

Area "C" can best be described as old Elk Grove divided by the railroad. This area has five or six historic buildings that are worthy of preservation. Many structures either have limited building setback by today's standards, or none at all. That portion west of the tracks has a good example of renewal; a former commercial garage converted to retail shops and office and an adjacent improved parcel which provides a considerable amount of off-street parking space. Additionally, on the west, there are several single family dwellings, several auto repair shops, bar, several office and retail stores, repair shop, newspaper office, and cafe. Easterly of the tracks in Area "C" is a considerable amount of open land belonging to the railroad; this creates a visual "no man's land" that is disruptive to the patterns of development to the east and west. The uses east of the railroad include a bar and restaurant, offices, a few retail sales shops, apartments, television repair, residential uses, auto repair shop, cabinet shop, two meeting halls and a pre-school child care center.

Area "D" principally is a residential area. Nearly all structures are single family homes. Non-residential uses are limited to a beauty shop, blacksmith-metal working shop, business and professional office, and commercial-industrial building that has had a variety of uses which presently include truck rentals, tire sales, and feed and grain sales. Some parcels in this sector are vacant.

THE CONCEPTUAL DEVELOPMENT PROPOSAL

During the planning process it has been recognized that the emphasis on new commercial uses will be centered in shopping center locations. Bearing this in mind, the conclusion has been made that the downtown commercial area will go through a transition that could result in blighted conditions on Elk Grove Boulevard, if special methods aren't considered and implemented to avert this situation. Therefore, the Planning staff evaluated the existing conditions and developed a series of conceptual ideas and recommendations that could reshape the older commercial district into a service-oriented central district.

First, a series of generalized recommendations are made that would include all of the subareas. Then a specific description of the concepts by subareas is included with a list of related recommendations.

GENERALIZED SUGGESTIONS

1. Telephone and power cables should be placed underground or relocated to the back portion of all lots fronting on Elk Grove Boulevard to enhance the appearance of this major entrance street.
2. Where needed in developed areas and in all newly developing areas, new sidewalks, curbs, gutters and storm drains should be installed through a special improvement district or at time of development.
3. The existing alleys to the rear of many commercial properties along Elk Grove Boulevard should be reevaluated to determine which should be reserved and improved and which abandoned. Rear parking and attractive rear entrances may be worth considering by downtown businesses.
4. Consideration should be given to a public tree planting and maintenance program within these commercial areas. All planting should be coordinated with the Public Works Department to assure proper locational considerations.
5. That portion of Elk Grove Boulevard from Freeway 99 to present Elk Grove-Florin Road should be developed as a four-lane roadway with center dividers at appropriate locations. Because this is the major entrance to the town of Elk Grove, adequate provision for landscaping must be a major consideration throughout this section.
6. Within the priorities of the Public Works Department and the Sacramento County Bikeways Plan provision should be made for an on-street bikeway along Elk Grove Boulevard.
7. Traffic signal lights should eventually be located as justified at various intersections.

8. On-street parking should be eliminated on Elk Grove Boulevard from Elk Grove-Florin Road to about Derr Street, with this section four-laned, including a bikeway, except as noted on attached detail.
9. Project Commission site approval of all new commercial or multiple family development should be required in this study area.
10. An alternative to Planning Commission site approval, #9 above could be the formation of a design review district for Areas A, B, C and the commercial portion of D, with full participation by the Elk Grove Council, when formed.
11. It is recommended that the material and architectural design of all new structures reflect the small town, rural atmosphere now existing. However, architectural standards should be formulated by the Elk Grove Council.
12. All areas designated for commercial use should be placed in the newer appropriate commercial zoning district.
13. Post office, library, and other public activities should be located in the downtown area.

Area "A"

This area will have all the advantage of new construction without the usual limitation of many existing restraints such as older buildings, limited street width and access problems. Starting from west to east, the land use plan envisions the following generalized development pattern to be developed on the widened, improved boulevard. Retail commercial, business commercial and multiple family residential uses are proposed with an existing church and proposed fraternal club location. Easterly of the crossing of the south fork of Laguna Creek is a fire station on the south, and small community shopping center site on the north of about 8 acres. Farther easterly, on both sides of the street are a combination of existing schools, school district offices and other business offices.

Because of the widened street and new commercial and multi-family construction having to meet parking requirements on site, Area "A" should have adequate parking available for all proposed uses. The planting requirements of the County Code should be strictly adhered to in order to create a good visual approach to the community. Direct street access should be limited so street capacity is not greatly hindered.

Suggestions for Subarea "A"

1. Develop according to recommendations of the Community Plan.
2. The Community Council may establish architectural and sign standards and a development review process that will work in coordination with the Project Commission in the site review process.

Area "B"

This area represents the newer section of the existing commercial district. It still has areas in which new commercial uses may develop. These areas are existing single family dwellings that probably will not remain for the life of the plan, and some vacant parcels. Virtually all of the existing commercial structures are of such construction that they may remain at least for the planning period.

Special provision is suggested to reserve and promote off-street parking areas because of the proposed eventual elimination of on-street parking. After public hearing, parking locations outside the exiting commercial district, but contiguous to them, should be allowed off-site, with a special zoning request.

The attached map shows possible locations for automobile parking areas. Convenient auto parking is an absolute must for any commercial district. It will, no doubt, require a cooperative effort on the part of property owners with the costs being shared by those gaining the benefit.

Suggestions for Subarea "B"

1. Develop according to recommendations of the Community Land Use Plan.
2. The Policy Commission should, after application and public hearing, allow the expansion of the recommended commercial zoning districts to provide areas for auto parking only, as outlined on the attached map.
3. Allow on-street parking on the south side of Elk Grove Boulevard between Adams Street and Gage Street as shown in the attached illustration. This special provision will add interest and variety to the downtown area, and could be used in other locations as appropriate.
4. It is strongly recommended that as existing structures are replaced or where land is presently vacant and new development is contemplated, that the proposal be as comprehensive as possible and that it considers the ultimate development of adjacent parcels and parking needs of the entire commercial boulevard.
5. The Community Council, when formed, should review and have input to the design of the downtown area, including parking facilities.
6. All parking areas should be developed with landscaped planter areas as required by County Code.

Area "C"

Essentially, this area is "Old Elk Grove." As some have viewed it, this is a negative condition. This viewpoint needs to be changed to a positive condition. The emphasis of "old town" can enhance the commercial aspect of this subarea. This area is severed by the "no man's land" of the railroad tracks and this situation needs to be modified to lessen its impact.

The flavor of the boulevard in this subarea is from another era. It is main street, railroad town America. The historic buildings, store fronts set against the broad sidewalks and the general visual impact all contribute to the impression of yesteryear. This flavor has a value to the community which is worth preserving. A method of preservation is the area's enhancement as a viable part of the commercial district.

Uses that are Appropriate for Subarea "C"

1. Develop according to recommendations of the Community Land Use Plan.
2. The Policy Commission should, after public hearing, allow the expansion of the recommended commercial zoning districts to provide areas for auto parking only, as outlined on the attached map.
3. It is strongly recommended that as existing structures are replaced, or where land is presently vacant and new development is contemplated, that the proposal be as comprehensive as possible and that it considers the ultimate development of adjacent parcels and parking needs of the entire commercial boulevard.
4. A special bus pull-out lane may be provided on the north side of Elk Grove Boulevard in the open area east of the railroad tracks. This could also include a covered waiting area. See attached illustration.
5. Low shrubs could be planted along both sides of Elk Grove Boulevard in the no man's land" of the railroad property to provide a visual connector between the urban areas on both sides of the track. This project and its maintenance could be a public service project by community residents.
6. Investigation should be made by the Community Council as to the use of a portion of the existing railroad right-of-way to promote public transit use and provide additional parking areas.
7. The Community Council, when formed, should review and have input to the design of the "Old Town" area, bearing in mind the historic motif. This review should relate to structures and their uses.
8. Alternative uses may be considered in a portion of this subarea. The following locations could be used for multiple family residential uses (Residential Density 20), they are: the northeast and northwest corners of School Street and Elk Grove Boulevard, and the northwest corner of Derr Street and Elk Grove Boulevard.
9. The Planning Commission, by policy, should grant zero building setback variances in this area if the proposal meets the general concept of "Old Elk Grove."

Area "D"

As described, the principal existing use in this area is residential. It is the intent of the recommended land use plan to continue these uses with some commercial areas. Several uses may be made nonconforming by this recommendation, but the overall community should benefit.

Suggestion for Subarea "D"

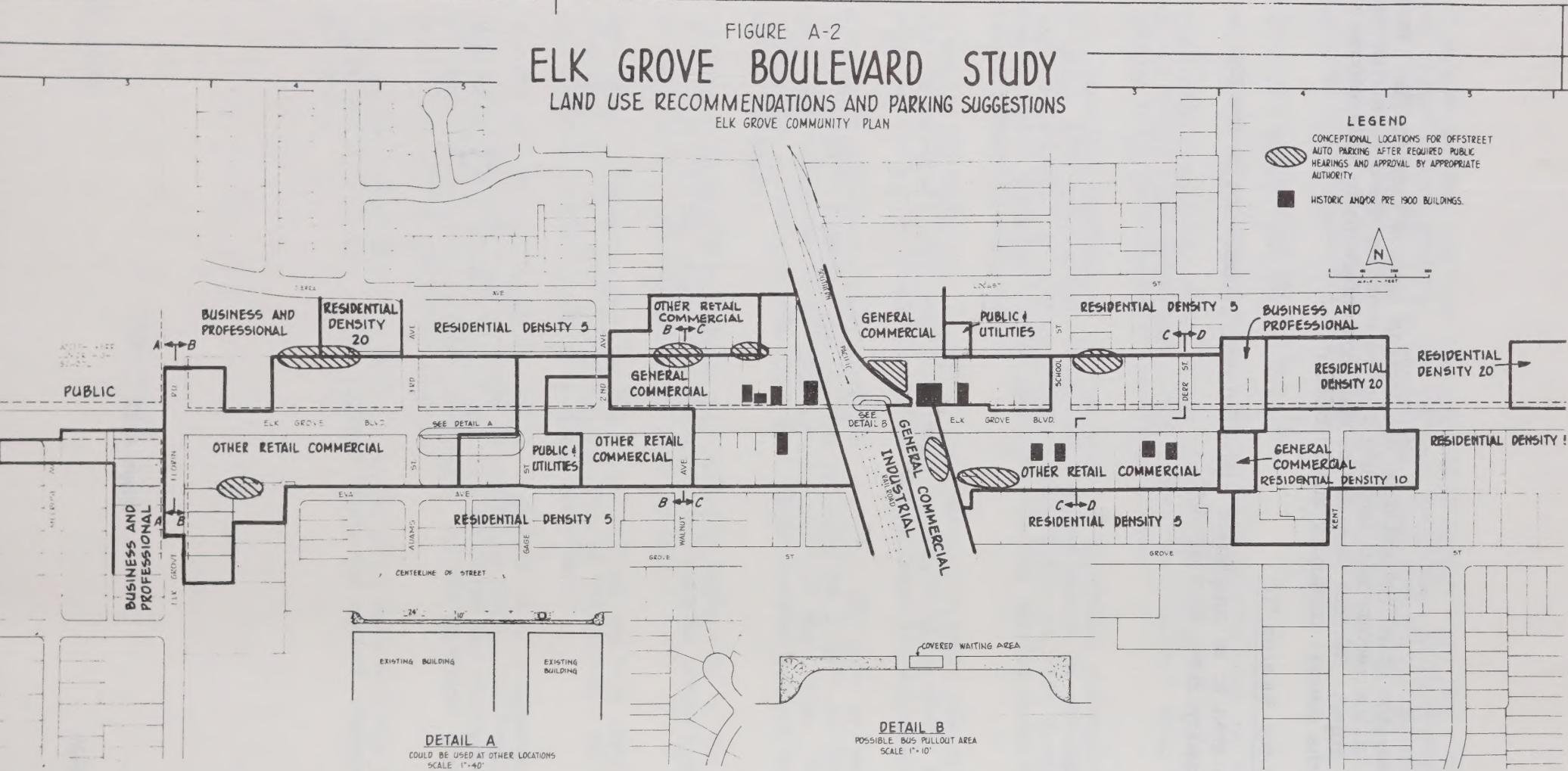
Rezone the area to be consistent with land uses recommended on the Elk Grove Community Plan, when adopted.

FIGURE A-2

ELK GROVE BOULEVARD STUDY

LAND USE RECOMMENDATIONS AND PARKING SUGGESTIONS

ELK GROVE COMMUNITY PLAN



U.C. BERKELEY LIBRARIES



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